

Task Team

Reports

(2 Vols.)

1958

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8 May 1958

CENTRAL INTELLIGENCE AGENCY

OFFICE OF CENTRAL REFERENCE

PROGRAM FOR LIBRARY CONSULTANTS

MAY 12-14, 1958

I. LOCATION

Office of the SA/AD/CR - Room 1053 M Building

II. MATERIAL

- Task Team Reports
- Consultants' Survey Report
- Consultants' Working Files
- AHIP Documents
- CRAG Documents
- Status Report on OCR
- Task Team Roster
- OCR Monthly Reports
- Report

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III. 1ST. SESSION - MAY 12

- a. AD's Welcome
- b. Outline of Past Year's Developments:
  - 1. Task Team Organization and Objectives
  - 2. Establishment of CRAG
  - 3. CODIAC Aims
  - 4. Training Library Transfer
- c. Outline of Consultants' Immediate Task
  - 1. Review of Task Team Reports
  - 2. Discussion with AD/CR and selected Task Team Chairmen
  - 3. Agreement on procedure
  - 4. Mode of reporting reactions to OCR action taken to date
- d. Reading of Task Team Reports

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CRAG 12-58  
10 May 1958CENTRAL INTELLIGENCE AGENCY  
CENTRAL REFERENCE ADVISORY GROUPSummary Task Team Evaluations of the Findings  
of the OCR Library Consultants

1. With your cooperation, during the last few months, task teams made up of personnel from your offices and mine have been engaged in a review of the operations of the CIA Library and related activities. These team efforts have been focused on the recommendations made by the OCR Library Consultants a copy of whose report I sent you some time ago. As you know, I was anxious to proceed in this manner because certain of the proposals made were so basic that their adoption would have reversed a philosophy and approach to intelligence documentation built up over a period of eleven years. I did not feel that the amount of investigation permitted by the relatively limited amount of time available to the Consultants was sufficient to act on their findings alone.
2. The sixteen task teams have now completed their work and have sent me their reports. These are of course the findings of the individual teams and, despite some coordination between groups, they contain some conflicting recommendations which will require reconciliation. Furthermore, they do not necessarily reflect my own views.
3. Attached for your information and, in some cases, future CRAG action, is a recapitulation of the problems posed and the summary findings of the task teams. It is almost impossible to say, but it is my guess that,

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over-all, the area of agreement between the respective findings, conclusions and recommendations of the task teams and those of the Consultants is somewhere between 50% and 60%. In some cases the findings were validated, but different conclusions or recommendations were arrived at. In other cases, the findings could not be validated, but similar conclusions or recommendations were arrived at.

4. The collection of the reports themselves is quite voluminous. Copies of any or all reports are available to you for retention.

5. Beginning 12 May, I will be meeting with the Library Consultants to get from them their reaction to these findings. On the basis of our discussion, and subsequent discussions with you, I will, with DD/I concurrence, effect those changes most likely to improve your central reference facilities.

Paul A. Borel  
Assistant Director  
Central Reference

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Attachment  
Summary Task Team Findings  
TTR-1 through TTR-16

cc: DD/I

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CENTRAL INTELLIGENCE AGENCY  
OFFICE OF CENTRAL REFERENCE

3 December 1957

## ROSTER OF TASK TEAM CHAIRMEN

Project Number	Short Title			
1	Intellofax			25X1
2	Machine Use			25X1
3	Coding			
4	Selection			
5	Acq - Ops			
6	Fiscal Policy			
7	Publication Procurement	Ted Nordbeck		
8	Circulation	James Chandler		25X1
9	Catalog			
10	Reference			
11	Info-center		Walter Moberg	
12	Minicard			25X1
13	Reports			
14	Training			
15	Customer Relations			
16	Correlative Functions	William Tidwell		
17	Organization	(Deferred)		
Coordinator				25X1

JB - OCR - 3 December 1957

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## CENTRAL INTELLIGENCE AGENCY

## OFFICE OF CENTRAL REFERENCE

INTELLOFAX

Task Team Report No. 1

TTR/1

9 May 1958

MEMORANDUM FOR: Assistant Director, Central Reference

SUBJECT : Final Report on Intellofax - Task Team No. 1

1. Membership

The Task Team consisted of the following members:

[redacted]	Chairman, Biographic Register, OCR	25X1
[redacted]	Document Division, OCR	25X1
[redacted]	Biographic Register, OCR	
[redacted]	Requirements Staff, Office of Intelligence Support, DD/P	25X1
[redacted]	Industrial Division, ORR	25X1
[redacted]	Machine Division, OCR	25X1
[redacted]	Library, OCR	25X1

2. Method of Task Team Operation

- a. All members of the Task Team reviewed the Consultants' Report, the OCR rebuttals, and other basic supporting documents. 25X1
- b. The Team was briefed on operations of the intellofax system in three sessions: in the Analysis Branch of the Document Division, in the Machine Division, and in the Reference Branch of the Library.
- c. The Team participated in a joint questionnaire, prepared with Task Teams No. 10 and No. 11, designed to elicit information from consumers regarding their attitudes to and opinions of the OCR information services. Of the 59 items on this questionnaire, 12 pertained to the intellofax system.
- d. An intensive, detailed study of five intellofax test runs was made, with the cooperation of the ORR representative on the Task Team and three of his associates. The runs were

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made with the help of the Composite Group and were studied carefully by the ORR analysts and compared with their own excellent files. Documents in the files of these analysts not retrieved by the runs were listed and then studied by the representative from the Document Division. The ORR analysts took into consideration the factors of relevance, completeness, use for hypothetical research papers, and title expansion.

- e. A series of round-table discussions was held between members of the Task Team and groups of requesters representing different types of research problems and uses of intellofax. These were supplemented by a number of individual interviews of various requesters conducted by members of the Team.
- f. As an experiment, a Composite Group was set up to handle intellofax runs in the Reference Branch of the Library, consisting of one representative each from Analysis Branch, Machine Division, and the Library. This Group, represented on the Task Team [redacted] functioned for six weeks. The Team held several joint meetings with the Group to evaluate their work, and the Group prepared a final report of their experiences and recommendations for the Team. (see Appendix #2) 25X1
- g. [redacted] as member of both the Composite Group and the Task Team, held several follow-up interviews with requesters who had received intellofax runs during the tenure of the Group. 25X1
- h. A flow study was made of the processing of intellofax runs to determine the length of time consumed in each of sixteen major steps of the intellofax procedure, the causes of any significant delays, and the manner in which the process could be hastened. For a period of two weeks (68 requests), time sheets were attached to all intellofax requests, and time in and time out were recorded for each step. The information thus obtained was summarized and submitted to a representative from the Management Staff for further study.

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## Recommendations

## a. General (pp 26-30)

1. The present inteliofax system, with certain improvements listed below, should be retained.
2. Measures should be taken to ensure a continuing production by the inteliofax system of information necessary for future decisions.
  - a. Records should be maintained on the frequency of use of various parts of the code book, and compared with other records on the frequency of incoming information in each code, so that input and output figures can be superimposed for comparison.
  - b. The Composite Group, Reference Branch, should be used to collect information on the inteliofax system and its uses, on a regular basis. This information should include the requester's purpose in making the run; its relation to his own files; the specificity or generality desired; whether he wants fragmentary or general information; the original research problem and its translation into code patterns; and the number of cards obtained from machine search. Through selective follow up, the requester should be asked to state how the run met his needs, which type of approach (if more than one was used) best served his purposes, what types of title expansion he would recommend, etc.

## b. The Intelligence Subject Code (pp 31-33)

3. After revision of the ISC, emphasis should be placed on the preparation of effective tools for its use. These tools should include:
  - a. A code book containing adequate and full cross referencing ("sees" and "see also"), as well as scope notes explaining the interrelationship of subjects and defining their boundaries when these are not immediately obvious.

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- b. A full, alphabetical dictionary subject heading index, containing cross-references and scope notes, designed for use by the average consumer as well as by the Composite Group.
- c. To supplement the fully annotated ISC, an Authority File containing new definitions of items to be considered under a particular ISC number and the ISC number to be used for new concepts. (Like the code book, this file should exist in both alphabetical and numerical order and each should be maintained in duplicate for ready access of both the Analysis Branch and the Composite Group.)
- d. For use of the Composite Group, an annually revised card count, code by code, to supplement the code book.

C. Organization of the Analysis Branch (pp 34-38)

- 4. The Document Division should begin immediately to study the input flow by subject to determine what subject or area groupings are possible based upon their present staff.
- 5. As soon as practicable, area or subject divisions of the Analysis Branch should be made, and a gradual conversion to subject grouping should be instituted.
- 6. The subject or area groups within Analysis Branch should be relatively large, consisting of about 5 or 6 major break-downs, each composed of a number of coders headed by a senior document analyst.
- 7. The ratio of coders to reviewers (senior document analysts) should be such that all documents can be reviewed, if necessary.
- 8. Senior document analysts should be full-time reviewers, with grades of at least GS-12.
- 9. For every subject broken out for specialization in the Analysis Branch careful attention should be paid to a continuing program of training, both formal and on-the-job, and contact should be established with the major using offices concerned. In addition, senior document analysts should be given more formal training in the principles of classification.

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10. A rotation system should be planned so as to permit each senior document analyst in charge of a subject or area to serve with the Composite Group in the Library, in turn. Furthermore, the senior analyst responsible for a given subject or area should always be consulted by the Composite Group, and should whenever possible be present at the interview with the requester in all cases when his subject pertains to a particular intellofax run.

D. Document Citation ( pp 39-42 )

11. The Analysis Branch should place a greater emphasis upon title expansion. Present standards for expansion should be defined and then studied by the Document Division, which should prepare a preliminary rough guide including provision for at least the following elements in title expansion:

Place names  
Model Numbers  
Specific commodities and types  
Organizations, institutions, parties, groups  
Ship Names

12. After the Analysis Branch is finally organized by subject or area, the rough preliminary title expansion guide should be greatly refined within each subject. This should, primarily, be the duty of the senior document analyst for each subject.
13. Serious consideration should be given to the training of some of the coders in citation methods: for example, a tour with the New York Times Index.
14. A working group of CODIAC should be appointed to discuss matters of titles and the relationship of subjects to documents. This group should request that each participating agency instruct the field to use more descriptive titles and to reduce the number of documents with miscellaneous or numerous subjects.
15. After a firm policy for titles and title expansion is established within the Document Division (see recommendations no. 11 and 12), FI and CO/C should be requested to direct their reports sections at headquarters to conform to it also.

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## E. Retirement of Cards (43-44)

17. Microfilming of retired intellofax cards should be discontinued.

## F. Intellofax Service in the Library. (pp 45-51)

18. All intellofax requests should be processed within the Reference Branch by a Composite Group consisting of:
  - a. One senior document analyst from the Document Division, serving on a monthly rotation basis.
  - b. Two or more reference librarians, at least one of whom should be permanently assigned to intellofax work.
  - c. One representative of the Machine Division, available on call in that division when needed.
  - d. One clerk from the Reference Branch.
19. The duties of the Composite Group should include responsibility for all intellofax service and for gathering information from that service to demonstrate the various uses and problems of the system. This task entails the following:
  - a. Except where extremely high priorities or "crush" deadlines are involved, no request should be processed for intellofax service without a personal interview, or at least a telephone call, with the original requester. In the case of non-CIA requests, the consumer should be asked to come to the Library; and, if this is not possible, one of the librarians should go to him.

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- b. The Composite Group should take the initiative in maintaining contact with the libraries or other liaison units in outside agencies, and should fully brief those responsible for forwarding requests to CIA.
  - c. The Group should conduct a selective follow-up program designed to provide continuing information as to the purposes, types of requests, and results of intellofax runs (see recommendation 2b, above).
  - d. The Group should keep full reports of interviews and such other records of intellofax runs as are deemed necessary for continuing study of the intellofax process (see recommendation 2b, above).
20. The specific duties of the various members of the Composite Group should be as follows:
- a. The librarians should make decisions regarding the feasibility of an intellofax tape and the relation of the individual runs to other sources of information.
  - b. The Group's senior librarian should exercise direction over the procedures involved in making runs, and should resolve all differences of opinion within the Group. (His grade should be at least GS-12.)
  - c. The member from the Analysis Branch should share in all discussions with requesters and participate in processing requests to completion. Final decisions involving code selection and arrangement of subject groups should be made by this member.
  - d. The representative from the Machine Division should be available on call to attend the Composite Group's sessions, when necessary, to advise on grouping or on the feasibility of special runs, and to help estimate time schedules.

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- e. The clerk should perform all clerical operations, including preparation of correspondence and document receipts, stamping of documents, etc. She should also perform, under the supervision of the senior librarian, simple screening not involving substantive decisions. She should keep all records and forms required, and should provide regular messenger service to and from the Machine Division.
21. All members of the Composite Group should be responsible for their intellofax work to the Chief of the Reference Branch of the Library.
22. If, at some future time, the senior librarians of the Reference Branch are assigned to subject specialties, the Composite Group should then include only one full-time, permanent Library representative. This librarian will provide the continuity necessary for the transmission of intellofax experience as it is gained, and for the collection of information about the system. The requester will be brought to the Composite Group by the librarian in whose subject his problem lies, and that librarian will then be an ad hoc member of the Group for that particular intellofax run.
23. Those specific recommendations made in the Report of the Composite Group to Task Team #1 (see Appendix 2B, Part III) which are outside the purview of the task team should be considered by OCR management. 25X1

 chairman  
Task Team No. 1

25X1

## Attachments:

- Final Report Task Team 1
- Appendix #1 - The Consultants' Criticisms of Intellofax
- Appendix #2A - Outline of Intellofax Service Experiment
- Appendix #2B - Report of Intellofax Composite Group
- Appendix #3 - Intellofax Runs Made by ORR for the Task Team
- Appendix #4 - The OSI Study on Document Coding
- Appendix #5 - Analysis of Actual and Alleged Errors in System -- Study of Pratt and OSI Projects.
- Appendix #6 - Customer Opinion

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Problem

To study the Intellofax system in order to determine if:

- 1) the encoding of requests is unreliable;
- 2) the citations are inadequate;
- 3) the system is insufficiently used;
- 4) the same data is given on repeated runs for the same codes;
- 5) the service is slow, untrustworthy and costly;
- 6) the older cards are unavailable;
- 7) the system requires excessive space;
- 8) the system duplicates work done in the other OCR Registers;
- 9) the system fails to provide service at as high an intellectual level as is needed for the program of the Agency.

These points are of varying degrees of generality and importance: numbers 3 and 9 refer to the basic purpose of the system, while most of the rest concern specific aspects of intellofax. Furthermore, almost all of the criticisms imply comparisons of some sort: what is "excessive" space, "slow" compared with what process, etc. It is assumed that in the Consultants Report, where comparison is made or implied, conventional library situations are the alternatives in mind.

The Task Team has decided not to use these nine points as heads of the problem, for two reasons: first, as the sting behind most of them comes from comparisons with other possible systems or versions of intellofax, these points as they appear above are better treated in the report of Task Team #3, where the alternatives suggested by the Consultants are discussed; second, the most telling general criticisms, #3 and #9, cannot be understood or evaluated without a study of the place and purpose of the intellofax system. Just what is intellofax: and for, what kind of service is it expected to provide?

This report, therefore, consists mainly of a discussion of the general purpose and functions of the intellofax system, followed by detailed findings and recommendations concerning each part of the system. Discussion of the nine points listed above will be resumed in Appendix #1. The Task Team has interpreted its mission as a study of the existing intellofax system in order to suggest ways to improve it. Alternatives to the existing system are discussed in detail by Task Team #2.

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Behind the points made by the Consultants is an assumption that the intellofax system can be compared with "conventional" library situations. In general, of course, this is true, since both systems exist for the same purpose: to assist customers to retrieve information. However, there are many specific differences in the environment of these various systems that preclude a successful search for an exact analogue of intellofax. Hence, comparison of the intellofax system, either in its methods or its results, with such external situations is not valid until the requirements, environment and functions of the intellofax itself are carefully defined.

Another point implied in some of the criticisms of intellofax based on "conventional" library experience is that the latter is relatively free from such flaws, or at least that outside libraries have kept their similar problems to a minimum. As we shall see below, this is not true.

The discussion, then, will begin with a general introduction consisting of two sections intended for the uninitiated -- those who have not been thoroughly familiar with the intellofax over a long period of time. These sections, the first a short exposition of similar problems in "conventional" library systems, and the second a very general discussion of the role played by intellofax in a larger information system and the problems it faces, will then be followed by more detailed consideration of what can be done to improve intellofax.

The remainder of this report will thus adhere to the following outline:

- I. General Introduction to the System
  - A. Conventional Systems
  - B. Intellofax as part of a larger information system
    1. Central System and Analyst System
    2. Intellofax as one of the central systems
    3. Intellofax and Information retrieval
    4. The nature of the information and of the requester's pattern of recourse
- II. Possible Improvements within Intellofax
  - A. Future development of the present system
  - B. Intelligence Subject Code
  - C. Organization of the Analysis Branch
  - D. Document citations
  - E. Movement of intellofax cards
  - F. Intellofax service in the library

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I. General Introduction to the SystemA. Conventional Systems

Complaints against indexing and information retrieval systems are not confined to the intellofax system: they are not new. For years the library catalog has been subjected to increasing attack. In 1952 Maurice Tauber wrote:

"It is not news that the critical eye of the library profession has been focused on the library catalog almost continuously since the mid-nineteenth century. In fact, it is no exaggeration to say that through the years, the catalog has been a favorite whipping boy. At times this criticism has become so violent that one is inclined to think that some critics might really prefer no catalog at all to one so full of defects."<sup>1</sup>

Tauber further cited, as one of the major difficulties, the lack of information as to the use to which the catalog has been put:

"Much of the difficulty with the subject catalog seems to stem directly from a failure to define precisely what the subject catalog is intended to do. This has never been done with enough precision. There is reason to believe that it can serve well only certain necessary but limited functions. Obviously a definition of function can have validity only if it derives from the use to which the subject catalog will be put..."<sup>2</sup>

In 1957 [ ] indicated these difficulties under the following three headings:

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1. The mental processes involved in 'information retrieval' systems differ from those employed in other modes of access to books;
2. There is no universal system of classification applicable to all situations, just as there is no one pattern of human thought;
3. The pattern of classification appropriate to a given library situation is conditioned by (a) the volume of graphic record, (b) the characteristics of the record, (c) the pattern of thought of the field, and (d) the pattern of thought of the individual user."

<sup>1</sup> Maurice F. Tauber, editor, The Subject Analysis of Library Materials, Columbia University, New York, 1953.

<sup>2</sup> Ibid.

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Shera goes on to discuss these in a way which reveals many of the problems that exist, a fortiori, for intellofax:

"The emphasis on pattern is deliberate and fundamental, for the successful utilization of graphic records implies a reconciliation of three patterns: (1) the thought content of the text, (2) the structure of the literature, and (3) the pattern of recourse. The first two are relatively stable in that for any single document, or collection of documents, they remain fixed for all time. But this stability is only relative since time brings new documents with new thought content and new structural configurations. But the pattern of recourse to the literature is a constantly changing variable; it differs from individual to individual and from type of use to type of use. Yet we ask of classification that it harmonize these three patterns, and are surprised and disappointed when we get only disjunction and chaos.

"Classification was asked to do what it could not do because misguided men assumed, first that there is a universal pattern of all knowledge that will be all things to all readers, and second, that the pattern of thought content of books approximated that of the thought patterns of their users. Actually, of course, a book can reflect only the thought patterns of its author and these can be subject to an almost infinite variety of interpretations and mental manipulations by its readers. In effect, he who classifies a book in the traditional library sense is saying 'I know what the author had in mind. I know what this book is about. I know that it is like these books, but different from those books. Therefore, I will assign it this classification symbol and put it on this spot on the shelf because I know that the readers of this book will use it in association with these but not in association with those.' One has but to state these assumptions to reveal their invalidity. One cannot often be dogmatic about an author's meaning; one cannot surmise categorically how a book is going to be used or by whom. One cannot presume to know with what other books the user will associate this particular title. But perhaps most presumptuous of all is the implication that the cataloger can, in the process of classification, distill the 'essence' of the book, for even the simplest book is a many-sided thing, a construct, a pattern of infinite relationships."<sup>3</sup>

3 "Pattern, Structure and Conceptualization in Classification for Information Retrieval", by Jesse H. Shera, in Information Systems in Documentation, Volume II, 1957.

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The basic points to remember and apply to the intellofax problem are these: Classification depends upon the pattern of human thought. There is no single universal system. The pattern of thought in the documents is different from the pattern of recourse of the researcher, and both are constantly in a state of flux. In the case of the intellofax system, the picture is further complicated because the documents vary greatly in their degree of generality or specificity, and because the system serves a variety of customers whose needs often contradict each other.

B. Intellofax as part of a larger information system

Intellofax as here used will be confined to intelligence documents, mainly classified. Within a larger system of information pertaining to intelligence documents, intellofax plays the role of a document index. The complete information cycle extends from observation of an event, thing or piece of paper in the field, through the engendering of a report of some kind, which is edited both in the field and at headquarters, through the indexing and disseminating functions to the researcher, who uses the report, together with others from the classified document system and many from other systems altogether, to write a synthesized report of his own.

Each of the general stages in this over-all classified information system affects each of the succeeding stages, while the demands of the researcher, the patterns of his research problem, mold the entire system. For a balanced system, one whose ideal (impossible to realize completely) is complete harmony between the research problem and the information flowing to the researcher, constant adjustments are necessary, not only directly in the relation of each stage to its succeeding one, but indirectly through feed-back between each stage and any other.

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The needs of the researchers, which mold the entire system, are not simple but complex. Not only does the pattern of recourse of each researcher change in time, but there are many different research problems and many different researchers. The variations in their patterns of recourse must somehow be reflected in the indexing system, though not necessarily all in the same manner. Some researchers (e.g., FRA/ORR) work on problems that require information on specific subjects within general areas; others (e.g., Geog/ORR) need general subjects but very detailed locations or areas. Some researchers need information on specific commodities or named objects, others on broad trends; some need information of an abstract nature, others concrete. Cutting through these distinctions is the problem of the availability of the information: in some areas or subjects, information is readily available, and the problem is to isolate the best data for a specific problem from a mass of material; in others, information is so scarce that the researcher must painfully collect scraps and subject them to detailed analysis.

Most of these sets of problems exist for the "conventional" library, and classical library practice has been to develop a number of tools rather than single, all-inclusive indexes: e.g., general catalogs, special catalogs, specialized bibliographies and indexes. The difference for classified documents is both a matter of degree and a matter of time. First, when a problem is assigned in intelligence, the availability or scarcity of the material does not alter the importance of the problem. An effort must be made to collect and evaluate data no matter how difficult this may be. Second, intelligence researchers are always working under deadline conditions. These deadlines vary, but no researcher ever has all the leisure to do the job as well as he would like. The intellofax, then, must help the researcher obtain information, no matter how difficult to find or scarce, and it must perform its function quickly.

Intellofax is, then, part of a larger information system. Within the more general cycle, the key area is that described above as "indexing and disseminating". There is no single central indexing system. We can make two distinctions: first (A below), between the indexing carried out in a central system and that performed in the office of the researcher; and second (B below), between various different sub-systems within the central system.

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# 1. Central System and Analyst System

The first distinction is vital, and one where CIA's problem has few exact counterparts in the world of conventional libraries. Each document is treated in at least two different ways during the indexing cycle: First, it is disseminated to the interested researchers, who read it and file it, if important, in their own, or analyst system. Second, the document is indexed and stored in a central system. Both these types of indexing are to serve the same purpose: the needs of the researcher, present or future. However, it is important to realize that they are not necessarily redundant. The central system is not a substitute for the analyst system. Both are needed. It is not possible, therefore, to measure the lack of effectiveness of the central system by the size and number of the analyst files.<sup>4</sup> As a logical extreme, it can be said that each different research problem requires a different pattern of indexing, a different file. No central system can provide all of these patterns simultaneously within the same over-all indexing structure. The analyst system is, therefore, a permanent and necessary part of the general information cycle. We may say as a first generalization that the function of the analyst system is to provide a detailed pattern of indexing to answer a specific research problem

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<sup>4</sup> Disregard of this principle in the past has led to confusion. The assumption has been made that if the researchers were confident that they could recover just the material they wanted from the central system, then they would not maintain their own files. This was implicit in the experimental period of intellofax, when the researchers were abstracting and coding the documents they wished to place in the central system. Each was given a code designation for his own input, and the theory was that he could then use the central system to recover just his own documents and so would not have to maintain his own file. However, this system contained an inherent logical difficulty: each analyst wished to code his documents according to the pattern or recourse he needed at the time or could predict for the future. No two patterns in the present coincided, and no provision was made for shifts of emphasis or for new problems not anticipated by the individual researchers. Hence, the central code system tended to become overburdened and contradictory, leading the researcher, after attempting to recover his own documents, to fall back on duplicate filing in his own office so that only his needs were considered.

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or class of very similar problems; the function of the central system is to provide for change in such problems, to serve as a matrix or generator for new analyst systems when needed.<sup>5</sup>

This element of change is the crux of the problem. Intelligence is a field where change of emphasis, subject, approach and priority is vital, where there are elements of change over and above those inherent in the normal library situation. With this in mind, we can approach the problem closer by analyzing the use of the central and analyst systems. There are two extremes, and many stages in between:

a. Anticipated question for which an analyst file exists

The researcher is writing a paper on a problem that he has foreseen in the past, and for which he has planned by instituting a continuous filing system of his own, arranged in the proper structure and depth to answer the anticipated questions. This filing has been a time-consuming and expensive procedure. The analyst or his assistant has spent part of each week reading documents and processing them into his file, which is constructed to fit his requirements. When he begins to write a paper, he naturally will rely mainly on his own file: this is what he has spent the time for. In this case, what are his demands on the central system? He wishes to use it for insurance -- that is, he wants to be sure that he has not missed information through inadvertence, discontinuity in his filing operation due to personnel changes, absences, etc.

What, then, does the researcher require from the central system in this situation? He needs a pattern of recourse essentially similar in structure and depth to his own, because this is a checking operation. He wants, then, specificity in just those subjects and parts of subjects he requires for his paper. He has already invested a considerable amount of time in the maintenance of his own file,

<sup>5</sup> The confusion here is well illustrated by the Library Consultants themselves. They state that analysts must maintain personal files on a large scale because library service is poor and undependable. If this is meant to refer only to a matter of degree, it might be valid: perhaps the analysts or researchers are not able to trust the intellofax system to generate new files when needed. But if it implies that the analyst systems would be almost unnecessary if researchers could trust the central system, it is not correct. In the "conventional" library field, what researcher would even wish to rely completely on the card catalog for day-to-day problems?

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and will not be prepared to invest much more in retrieving his particular pattern from a more general one in the central system. Hence, if he does not receive the information he wants in a form he can use without too much work, he is dissatisfied. He wants a high degree of relevance -- that is, he does not want to wade through many cards and documents not directly concerned in his research problem.

If this were the sole use for the central system we would have returned to the dilemma noted above -- each analyst would like the central system constructed exactly to suit his needs: the myriad structures necessary would contradict each other and the general reliability of the central system would be nullified.

b. The new problem for which no analyst file exists

At the other extreme, we have the case where the research problem has not been anticipated to the extent of maintaining a file established for it. The structure of the problem has changed, its area has changed, new areas of knowledge not anticipated before, are now connected with it or the problem itself is new. In this case, the researcher determines that his own files are inadequate to answer his questions. He must rely on the central system. He has to be prepared to work at the answers -- since he has not invested the time in his own file for this purpose, he must invest in the central system. To answer this type of question, the central system must remain relatively general -- for the key to this problem is the dynamic aspect. It is an axiom (at least with "intangible" or abstract subjects) that flexibility is only possible at the expense of detailed specificity at the input stage.

The researcher must be able to ask the central system for information on a broader subject than his new problem, and then must be able to invest time to isolate those items pertinent to the problem within the more general population.

This is the most important basic purpose of the central system: its ability to generate the answers to new problems. The generality of the system is, therefore, to be carefully guarded. If a conflict arises between the needs of the researcher in situation "a" above and those in situation "b", the second must not be sacrificed: for the analyst system is the first line of defense for situation "a".

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To be sure, most real situations lie somewhere between these two extremes; therefore, the central system must carefully balance the requirements for specificity (for insurance) and generality (for engendering new files). 6/

## 2. Intellofax as one of the central systems.

The intellofax is not the only system serving central indexing purposes and designed to satisfy the conditions described above. It must always be remembered that there are other such central indexes in existence now and that still others are possible, each of which could be designed to fulfill different purposes. At present, the source card file and the Intelligence Publications Index are two such parallel central systems. Other supplementary systems could be instituted without rendering Intellofax redundant: for instance, a hard copy chronological country file, or an auxiliary open card catalog. It is important to define clearly the mission of each of these systems, to state what each could do that the intellofax cannot, and to relate these missions to the needs of the researcher. Here we confine ourselves to the mission of the intellofax proper. 7/

## 3. Intellofax and Information Retrieval.

It is important to remember that intellofax is not a full information retrieval system. It is a system in which the researcher cooperates with the Library to retrieve information he needs. Intellofax does not deliver the pertinent documents directly to the researcher. It provides him with card references to documents included in which are references to those documents he will need for his problem. This immediately implies that the researcher himself plays a large part in retrieving information from the central system. He normally searches the citations to determine which documents he wishes to see. Thus, retrieval of information is a cooperative

6 The dilemma of generality vs. specificity can also be illuminated (at least partially) by distinguishing in the central system between the named objects and the abstract subjects. The requirement for generality is most applicable to the latter. The two types of subject or object are, in principle, logically distinct. See below.

7 We are dealing here exclusively with classified intelligence documents. Of course, the CIA Library contains other central systems or parts of systems. These other systems are part of different, non-intelligence information cycles -- book catalogs, reference shelves, bibliographies, etc., form parts of unclassified or open information cycles.

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venture between OCR and the consumer. Since such criticism and a great deal of controversy arise at this point, we must examine it in some detail. Is there anything we can say, in general, abstracted from individual differences between researchers, about the role of OCR and the role of the researcher?

The first, most simple point is: the researcher should perform all functions which have a value for his research. This means that the central system must not perform research (other things being equal). It is easy to see this when we look at operations performed by the researcher in writing his paper. What does he do? Of course, he puts together information he has located. But he has also spent time locating this information. The crucial question is whether there is any value to the researcher in locating the information, in the actual process of location apart from the items located.

In many research situations (though not in all) there definitely is value in the searching process. This is a heuristic value, one which constantly impinges on the requester's mind while searching and which helps him to discover new ways to search, and to refine his initial hypothesis during its testing. This is familiar enough to the academic researcher, who, in any case, must usually do his own searching. Put in terms of information theory, searching (or "browsing") is a process of continuous feedback which enables the searcher to alter his searching strategy in accordance with the items he finds in the search. He starts with a general (often very tentative) hypothesis, which leads him to certain places in the collection. He then proceeds to branch out from those places in accordance with new leads, new combinations of ideas he did not anticipate. Not only does this lead to deeper and more selective searching in the collection, but the process itself alters his original hypothesis. Searching a file collection in this sense is similar to other research processes: it is a dynamic, vital process of constant analysis and synthesis. Thus, there can be great heuristic value to the location of information.

Now if all research problems were of this type, and if the researcher had all the time in the world, no system that denied him immediate and personal access to the documents themselves, arranged in some general classed order, would be sufficient. However, not all problems are of the type where maximum heuristic value can be extracted from the search process, and, in any case, the intelligence researcher is always facing a deadline. The Inteliofax system attempts to strike a compromise here: it does not permit (or force) the researcher to browse in the documents themselves within a classed subject file; on the other hand, it is not entirely closed:

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it permits the researcher to search card references to documents in groups which include those subjects he has chosen as generally applicable.

In any concrete situation, the role of OCR and that of the researcher should be defined by reference to two questions: first, how much time does the researcher have, and, second, of how much value is the searching process to the researcher?

4. The nature of the information and of the requester's pattern of recourse.

Intellofax is expected to handle all incoming classified documents and to service a great variety of customers, all with differing patterns of recourse. Thus, there are a number of different types of information and consumer needs which have to be satisfied simultaneously; no wonder Intellofax is not perfect for everybody! We have already touched upon one set of differences: the use to which Intellofax is put in relation to the analyst systems. Some of the other differences are the following:

a. Nature of the subject matter of incoming documents.

Documents entering the system range throughout the various disciplines. They include scientific, social scientific, and specifically intelligence subjects. There is a great difference between subjects related to the natural sciences and those related to politics, economics, etc. This difference vitally affects the indexing procedure. Referring to the various attempts to devise new coding systems ("uniterms", "descriptors", "machine languages", etc.), Herbert Cobians states that they all refer to science and technology, "... where there is a fair degree of standardization and definition of the terms used, although it varies from subject to subject ... Accuracy in documentation must follow accuracy by subject specialists in their use of terms, not vice versa ..." In contrast, he quotes Barbara Kyle on the social sciences, where "... there is very little precision or standardization of terminology and so 'conceptual scatter' is a fundamental drawback to mechanization. 'Before solving the problem of rapid retrieval of two or more documents on the same subject, we have to solve a more difficult one: namely how to be sure which two documents are about the same thing, and then how to get people to call that thing by the same symbol.'" S/

9 "New Methods and Techniques for the Communication of Knowledge", by Herbert Cobians, UNESCO Bulletin for Libraries, vol. XI, no. 7, July 1957.

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Hence, scientific information can be more easily coded than political or social scientific. This problem, however, is further complicated by the different types of reporting even in the scientific field: some incoming information is written by specialists in their subjects and therefore approximates the technical literature about which Coblenz was speaking. However, a great deal of the reporting is done by non-specialists about subjects they are not entirely competent to discuss, and as some of the precision of terms is lost, or (and this is more dangerous) the terms are used without understanding. If they are coded as if they were used precisely, retrieval by real subject specialists is likely to be considerably off the track.

b. Nature of retrieval -- subjects and objects

Allied to the distinction discussed above, but cutting across it, is the difference between abstract or intangible subjects and specific named objects. Any document may contain both types of item. Of course, no mutually exclusive definitions can be made of such subjects and objects, since they overlap, but their extremes show different types of behavior in a classification and retrieval scheme.

Specific named object is taken here to include: organizations, people, plants, geographic place-names, ships, specific conditions with model-numbers, etc. 9/ This type of retrieval lends itself to specificity, detail and relative stability (when compared with abstract or intangible subjects). The objects can be coded with use modifiers which are not classes of ideas intersecting the primary class, but classes of an entirely different order from the objects. Due to their relative stability, specificity of retrieval is more possible than with intangible subjects. Hence, we can derive from

It is recognized that this is not an exact, logical definition, since, strictly speaking, a person, an industrial plant, an organization or a geographic place name are all individuals, while "MEG 15" is a class. However, we are treating this distinction as a matter of degree and not of kind -- and here "MEG 15" is closer to a specific individual object than "Jets" or "Airplanes" would be.

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this a rough rule-of-thumb, that a) machine processing is more suitable for this type of item, and, b) that this type of retrieval lends itself better to the "insurance" use of intellofax than the intangible subject. One further difference: In searching cards within the intellofax system, a far lower heuristic value can be obtained for the researcher for these specific objects. 10/ Since this is true, OCR can more legitimately take over the searching function for the requester and perform true information retrieval functions. This is the basic reasoning behind the separate existence of the Biographic and Industrial Registers, both of which perform information retrieval in the full sense.

Intangible or abstract subjects (defined here simply as those not considered as specific named objects) show different behavior in the classification scheme. First of all, such subjects are far more susceptible to constant change, since they are related more closely to the conceptual thought pattern of the moment. They must not, therefore, be coded in too great detail, lest this force the future patterns of recourse into a structure valid only today. Susceptibility to change, then, leads to the requirement of generality. It is for these types of subjects that the code must remain general so that the system can be used for generating new files for new problems in the future. It is for the subject approach that H.P. Luhn's dictum is most applicable:

"Time may affect a system in a ... way that makes the shift of skilled effort to the output phase more desirable. Excessive editing obviously increases the likelihood of bias due to current interests, experiences and points of view. In consequence the usefulness of the system will be reduced as emphases and interests change. It would therefore appear that the less information is classified and contracted at the input, the more it will lend itself to dynamic interpretation at the output...." 11/

- 10 For instance, if a researcher asks for information on the First Physical Institute at Rostock, he runs all physics institutes in East Germany. He then screens the cards (assuming, of course, that the citation bears the institute name) for the Rostock institute. He gains few leads for his searching strategy or initial hypothesis in the process of eliminating references to the Dresden Technische Hochschule or to the institutes of the Academy of Sciences or of Greifswald University.

- 11 H.P. Luhn, IBM Journal of Research and Development, October 1957.

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Note that this reinforces our earlier conclusion that the researcher must be prepared to invest more time in the use of intellofax when his purpose is to generate a new file.

A further point can be made about these intangible subjects. It is here that the greatest heuristic value accrues to the researcher himself, and, therefore, here where OCR has least reason to assume the search function. Failure to recognize this leads to misunderstandings between the researcher and those responsible for the central system. An example of this is given (for conventional libraries) by Allen Hazen:

"I think the traditional conception of cataloger and user working at cross purposes somewhat masks an important intellectual distinction, and I suspect that failure to understand that distinction produces most of the hurt feelings among librarians and professors. The cataloger's aim ... is to provide logical and complete coverage of possibilities or realms of ideas, whereas the user almost always comes from one point, looks for a choice of ideas interesting to him within a narrow range, and is not at all interested in the intellectual completeness of his coverage at this moment. He is looking for one fact or theory, and does not stop to think whether there may be other intellectual possibilities out of range of his narrow interest. Hence the cataloger is sure to have deadwood or useless headings from the user's point of view, because for the moment he is interested, say, in aesthetics only and not in the larger field now covered by the new word axiology. Or if he happens to be an enthusiast for axiology, he is a bit put out because the library fails to redo all subject cards to fit his newly coined word for a particular approach to philosophical knowledge. The library has rightly assigned subjects for aesthetics and ethics, and it is not to be attacked because it failed to anticipate a splinter movement among philosophers that tends to combine two logical divisions of philosophy under one functional word.

"... The research user approaches the catalog by cutting across the lines necessarily laid down by the subject cataloger. The cataloger must keep the logical divisions of knowledge and present those under which the books belong. But except possibly at the most elementary level, the researcher user never wishes to see all the books about aesthetics or about 18th century French literature. Instead, he wants to find Newton in French literature, and for this there can be no subject entry -- at least not until

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he writes a book -- someone it depends on his recognizing as large derived from Newton in a French poet's couplet. He uses the subject catalog and if he is wise he gives thanks for its excellency; but not even the reference librarian can do his research for him since his interest cuts across intellectual divisions so illogically." 12/

#### 4. Fragmentary and complete information

This leads to a further distinction: between information that is scarce and fragmentary, and information that is more abundant and general (or at least aggregative) in nature. In areas or subjects where we have little information of just the type needed for our research, the researcher must painfully piece together scraps of information, often originally generated for an entirely different purpose. Either this information enters the system in a fragmentary condition, or it is combined with other information in a different way and for a different purpose than our research problem. In the latter case the researcher, with the help of the central system, must split up the fragments and recombine them for the new purpose. Since this type of recourse requires great specificity of detail, it is best utilized when the subject matter is of specific object type. However, if the subject matter is intangible or abstract, such specificity of detail conflicts with the requirement for generality that is based on the necessity for the system to meet changing conditions. In such a case, the researcher must be prepared to work harder in the search, since the heuristic value is also great. If the information is abundant, the researcher's problem is related to time: he must find in the shortest possible time the most important summarizations of his subject. This requires more than generality in the classification scheme: it requires a judgment as to "importance" which, in most cases, the central system cannot make, since these judgments will vary from researcher to researcher and from problem to problem, and will perhaps be different tomorrow from what they are today. So, once again, the burden is on the researcher himself to scan the cards, though his ability to do so is strictly limited by time.

The Intellofax as a central system, then, is required to

"Reflections and Observations on Subject Analysis: The Research User", by Allen P. Haza, Columbia University, from The Subject Analysis of Library Materials, School of Library Service, Columbia University, New York, 1953.

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handle a great variety of material of different types, for a variety of conflicting purposes. The danger is that this catholicity in both input and output requirements will force the system to compromise on all problems. Logically, we could set up a multiple system consisting of subsystems for each variable -- for instance, we could break out of the intellectual core of the specific object items, as names and plants have already been separated, and treat them to more intensive machine control with full information retrieval requirements. However, a full program of this type is very expensive. In view of the inherent problems in intelligence, it is only surprising that it has satisfied as many customers as it has: being a compromise, it can be expected to engender complaints.

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## 3. Possible Improvements within Intelifax

### 4. Future Development on the Present System

#### 1. Discussion

Reserving for later discussion the specific ways in which the present system can be improved, it may be stated at this point that the system has proved to be a workable research aid for a number of analysts. Although numerous shortcomings were noted by the individuals responding to the questionnaire, the results indicate a general satisfaction among a large number of users of the system. In response to the question relating to satisfaction with the system, 217, or 78 per cent of the 278 individuals who stated that they used the system indicated that the service was either satisfactory or more than satisfactory. More significant, perhaps, is the fact that many of the analysts who note that less than 5 per cent of the documents are pertinent to a given subject, or that more than 50 per cent of the pertinent documents fail to show up on an Intelifax run, stated on the questionnaire that they were satisfied or more than satisfied with the system. As brought out in the round table discussions, analysts are not unaware of the tremendous problems involved in the retrieval of information from a wide variety of sources by individuals with widely varying research needs. Under certain circumstances, researchers expect and are willing to examine a vast amount of material in order to find the information they need.

With the adoption of the specific proposals of the task team, the present system can be expected to do a better job for analysts in the future. Retention of the system will also enable us to gather material needed to study certain problems in greater depth. The experience gained in a survey of the over-all problems of a central classified information system, as outlined in the General Introduction, has not led to any clear-cut final proposals either outlining a complete central system, of which the Intelifax would be a part, or to any conclusive justification of the present system. As pointed out in the General Introduction, this is due to the fact that the present state of information retrieval theory is not yet advanced enough to provide us with a set of principles to which we can apply the concrete needs and facts of our situation. Also, since the present system is so complex (covering so many different types of information, patterns of recourse, users and deadline problems, to mention a few of the factors), much detailed information to which such a set of principles could be applied is simply not available at present. Although some of the variables to be considered in the adoption of any type of central system have been set forth in the General Introduction, it is not certain that all the theoretically possible variables have as yet been identified. Moreover, no thorough study has yet been made of the effect of all the variables upon each other and upon the ability of the system to recover information. A study of these factors as they operate in the present system (modified by the specific proposals of

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the task team) will enable OCR to make a judgment as to the type of information retrieval system which would best serve the needs of the agency.

Basically, the future of the central system can lie at either of two extremes or at various points in between. One extreme involves the refinement and improvement of the intellofax system of the past and, ultimately, the further development of these modifications through the adoption of Minicard equipment. This would be another step in the direction of machine manipulation of coded and clear-text information as a central and general-purpose retrieval system. On the other hand, the central system could be split by making a distinction between named objects and the so-called intangible or abstract subjects, as defined and described in the General Introduction. Named objects of all types could be removed entirely or treated separately, with varying approaches up to the full information retrieval capacity of the Registers, and could be subjected to intensive machine control where necessary, probably through Minicard equipment. It is for this type of material that OCR can provide more service to the requester since, as noted above, heuristic value is much lower in the process of searching for the named objects. The subjects remaining in the ISC when the named objects are separated (either physically or logically) are the abstract subjects. They obey Luhn's dictum that flexibility requires generality in the input, since they are more subject to change from analyst to analyst and from one period to the next. As already noted, the abstract subjects present the greatest heuristic value for "browsing." Since they are the most susceptible to constant change, being related to the thought pattern of the moment, their encoding must remain general so that the system can be used to generate new files for new problems in the future. Since these subjects are more amenable to the general approach, the role of the machine in searching may be less important. Also, this type of subject would probably lend itself far better to more general treatment than is possible in the present mixed intellofax, being perhaps best suited to the open catalog or printed bibliography.

Two categories of named objects--people and industrial plants--have already been separated from the central system. Both BR and IR provide full information retrieval and possess the capacity to piece together fragmentary information. Another category which might be broken out and handled in a manner similar to that of BR and IR is that of "organizations and institutes." At present, no one holds prime responsibility to the whole of CIA for retrieval of information on this type of named object, which is amenable to separate treatment and to the collation of fragmentary information. The need for more control over place names, essential to the geographic researchers and to DD/P analysts engaged in "reality" studies, has been made apparent from the comments in the questionnaires and round-table discussions (see Appendix 6). Although place names could be handled outside

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of the intellofax system, they might best be handled within the system in one of two ways, the selection to depend upon the importance of the problem as determined by further investigations. If deemed to be a problem of sufficient magnitude, the specific location cited in the document could be coded in a manner similar to that done in SR, so that locations and place names could be searched by machine and hand sorting. This would require a separate card in the Machine Division, but the card would bear the same address (document number) and would thus direct the searcher to the same aperture card as the present subject cards. This process would lead to an area file of much greater depth than is now possible but would entail added expense in coding and punching. If this problem is considered of insufficient importance to warrant such a detailed approach, place names could be left in the present system and the burden placed on the citations, thereby making possible quick hand sorting from larger populations. In either case, the citations should include place names wherever feasible (see below). Another kind of named object to consider is "model numbers or types," a category requested for many ORR and some OSI studies. Theoretically, this category could also be fully broken out, but the same tentative conclusion stated above for place names applies here: it might be better to handle this category within the intellofax system. The alternatives are likewise similar to those cited for place names. If the coding of model numbers proved to be desirable, it could be accomplished in one of two ways: by using the present card with four digits reserved for this purpose (obtained by reducing the number of columns devoted to source locator, as suggested in the report of Task Team #3), or by adding an additional card as suggested for place names. As in the case of place names, the entire burden would be placed on the citations if it were discovered that a more detailed approach was unnecessary.

In the present system, the attempt to handle both specific named objects and abstract subjects, and to retrieve material on both a general and specific basis, has resulted in the inability of the system to treat any one of the problems with optimum success. The relevance of the run to the requester's problem seems to be inversely proportional to the generality of his request and the completeness of the run appears to bear a close relationship to generality. Thus it is possible that relevance and completeness are inversely proportional. This can be illustrated by the ORR investigation in which the runs dealing with specific objects exhibited markedly different behavior from the run dealing with an abstract subject. The runs on passenger cars in Czechoslovakia and trucks in the USSR showed 93 per cent and 97 per cent relevancy, respectively. However, in the case of these two runs, the analyst had in his files a great deal of additional material which did not appear on the tape (55 documents in addition to the 134 he received in the case of the passenger car run, and 65 in addition to the 213 obtained in the case of the run on trucks). In contrast to these two runs on specific objects, a run on industrial investments in China produced the following results: only 13 per cent relevancy,

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but an extremely high degree of completeness (only five documents in the analyst's file failed to appear in a run which included 352 items). If the relationships stated above are valid and the code is geared to generality for flexibility and change, a search for those relatively stable named objects will require a great deal of work on the part of the analyst in searching the cards, since relevance will be low. If, on the other hand, the code is geared to specificity, the researcher requiring named objects will have a smaller universe to search and greater relevance, but there will be less capacity to handle those changing conditions which affect the abstract subjects.

The present state of theory plus the lack of sufficient information in depth about the information coming into the system and about the various needs of the consumers make an irrevocable choice on the direction of the future system premature at this time. For example, in theory we have stated that if the named objects were removed, the remainder would then be best handled in a more general and "open" manner. However, since each such removal entails the creation of another sub-system to handle the removed material in a detailed, specific, machine-manipulated manner, we need to know much more than we do about the desirability of such detailed treatments. We must identify the individuals who need such an approach, the relative importance of their needs, and the relationship of the analysts' own files to their potential use of such sub-systems. The task team discovered that existing records created by the Intellofax system are of little use in providing answers to these questions. Such records only preserve the code patterns requested and the number of hits obtained in the searching, together with name and office of the requester. The task team required, in addition to this data, information about the original need of the requester, how he intended to use the run in connection with his own files, how his original formulation was modified in conversations with the Composite Group, and how successfully the run met his needs. Various means, such as the detailed OMA study, the questionnaire, and the round-table discussions, were used by the team to obtain this information. The results of these investigations have pointed clearly to the heterogeneous nature of the present system and of the purposes to which it is put. However, these investigations need to be extended more widely and over a longer period of time to bring out all the variables bearing on the different uses of the system in relation to the needs of analysts, and to overcome the factor of personal differences among analysts. In addition, it is felt that the material for sophisticated study of the problem should also include information enabling OGA to better relate input to output.

## 2. Recommendations:

- a. The present Intellofax system, with certain improvements listed below, should be retained.

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- b. Measures should be taken to ensure a continuing production by the intellograf system of information necessary for future decisions.
- i. Records should be maintained on the frequency of use of various parts of the code book, and compared with other records on the frequency of entering information in each code, so that input and output figures can be superimposed for comparison.
  - ii. The Composite Group, Reference Branch, should be used to collect information on the intellograf system and its uses, on a regular basis. This information should include: the requester's purpose in making the run; its relation to his own files; the specificity or generality desired; whether he wants fragmentary or general information; the original research problem and its translation into code patterns; and the number of cards obtained from machine search. Through selective follow-up, the requester should be asked to state how the run met his needs, which type of approach (if more than one was used) best served his purposes, what types of title expansion he would recommend, etc.

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The Intelligence Subject CodeI. Discussion

The need for revision of the ISC has been recognized for some time and is now in progress. Many of the analysts contacted by the task team have noted shortcomings in those sections of the ISC with which they were most familiar. Improvement in the structure of the military sections was strongly recommended by ORR researchers concerned with various subjects in this group, and the inadequacy of the code for geographic research has also been made apparent (See Appendix 6). Although revision of the code book will undoubtedly overcome some of the present deficiencies, it cannot solve the problems inherent in the present system. As long as one code structure must simultaneously serve the needs of those who require generality and those whose needs are more specific, it will never satisfy everyone. But, as pointed out in the General Introduction, the major purpose of the central system is to provide new files for changing conditions, while its secondary purpose is to provide insurance for researchers who maintain their own files. Those responsible for the revision should not allow the ISC to become so specific that it sacrifices its primary purpose. The advice of those consumers vitally concerned with any portion of the ISC should be sought, of course, but final authority as to what should be included in the revised code should remain in the hands of OCR. Only in this way can a proper balance be maintained among the parts of the code and between the parts and the whole. Also, as long as named objects and abstract subjects are handled by the same code, revision of this code alone will not eliminate the problems arising from the basic differences between the two types of material. For these reasons the revised ISC must remain a compromise. A larger problem to be considered is that of the dynamic nature of the material subjected to the ISC. Even if all the other conflicts could be resolved, the constant development of new concepts and the continuous change in the interrelationship of already established ideas make it impossible for any code to cover all future needs. The inadequacy of the present ISC for data on space travel and earth satellites points up the ever-changing conditions to which the code must be applied.

In spite of all the difficulties, however, the task team feels that the Intellox system will be greatly improved by a revised ISC, together with adequate tools for its use. In the opinion of the task team, the ISC should properly include extensive cross-referencing from item to item. In addition to noting interrelationships, each section and each individual entry in the code book should include

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any additional data necessary to explain exactly what that particular code number covers and, if necessary, what it does not cover. This should help overcome some of the vagueness which has caused difficulty in the past. Studies made by the task team, the results of which appear in Appendix 5, indicate that a high percentage of coding errors can be traced directly to confusion among the coders as to what is properly included under a particular ISC number. The difficulty encountered in the past in distinguishing between research and production is an obvious example of this confusion. In any case such as this, the decision as to what to include under each heading will be arbitrary. With a properly annotated ISC, however, it should be possible to obtain consistency in the coding of items under each heading and in the retrieval of each in accordance with the expressed wishes of the requester. The consumer should receive from the Composite Group a full explanation of all subjects which have been considered to fall under either research or production so that, if necessary, he can modify his request in accordance with the distinctions already made. The selective follow-up program of the Composite Group will enable those responsible for the system to determine whether their distinctions need to be modified in certain instances. Following the full annotation of the ISC, a complete alphabetical dictionary subject heading index should be compiled for the use of all concerned. This will help the consumer who is not familiar with the code structure to locate more rapidly the items he wants.

An already existing tool which the task team feels can be modified and thus made more useful is the file of standard codes, which is maintained in the Analysis Branch. This file contains code numbers selected for the retrieval of information on subjects not included in the ISC (for example, the Suez Canal Crisis). Organizations are also listed in this file, together with the standard code numbers to be used in retrieving information on them. A duplicate copy of this Authority File should be maintained in the Library for ready access by the Composite Group. It should be kept current at all times, with the addition of new concepts and relationships as they occur. The recognition of possible items for inclusion should be made very promptly and this selection should henceforth be adhered to by the coders and by the Composite Group. It seems likely that specialization among the coders will add to their competence in ascertaining when an addition to the Authority File is required. Finally, a code-by-code card count, to be used in combination with the ISC, will be of great value to the Composite Group in selecting code patterns with the requester and in predicting the number of items on the tape. In the use of all these tools, once they are developed, there should be continuous feedback among the coders, the Composite Group and the consumers, so that the annotated ISC and the Authority File will reflect the needs

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of the agency as realistically as possible at any given moment.

2. Recommendations:

a. After revision of the ISC, emphasis should be placed on the preparation of effective tools for its use. These tools should include:

- i. A code book containing adequate and full cross-referencing ("sees" and "see alsos") as well as scope notes explaining the interrelationship of subjects and defining their boundaries when these are not immediately obvious.
- ii. A full, alphabetical dictionary subject heading index, containing cross-references and scope notes, designed for use by the average consumer as well as by the Composite Group.
- iii. To supplement the the fully annotated ISC, an Authority File containing new definitions of items to be considered under a particular ISC number and the ISC number to be used for new concepts. (Like the code book, this file should exist in both alphabetical and numerical order and each should be maintained in duplicate for ready access of both the Analysis Branch and the Composite Group.)
- iv. For the use of the Composite Group, an annually revised card count, code by code, to supplement the code book.

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C. Organization of the Analysis Branch1. Discussion

Refinements in the ISC are of little value in providing better service to the requester if those responsible either for putting material into the system or for retrieving that material in response to the consumer needs do not possess the highest possible competence. At this point, the task team would like to consider how the coding of documents can be improved. That it needs to be improved has been amply demonstrated by a number of studies. Investigations made by the Consultants brought out the fact that, although there was a large measure of general agreement among the coders as to how the main subject of a document should be coded, much inconsistency occurred in the coding of peripheral subjects. (The importance to the requester of documents in which his topic is not the major subject of the document has been demonstrated by the five ORR test runs, as well as by the investigation of Dr. Malcolm Pratt's study of 1956. 13/) Studies made by the task team have also indicated that a substantial margin of error exists in the coding of documents. A study of one of the ORR test runs revealed that there was a margin of error in coding of approximately 15 per cent. (Since the codes were not available for some of the documents, it is possible that some of this percentage can be attributed to machine error.) Failure to understand the document, the code or the importance of the subject, as well as carelessness, contributed to this margin of error (see Appendix #5). In the case of Dr. Pratt's study, the task team determined that the margin of coding error here was also about 15 per cent. Again, lack of comprehension of scientific subjects or codes and lack of sufficient specificity in coding all contributed to these errors (see Appendices #4 and #5). The results of the questionnaires and the subsequent discussions with selected analysts revealed dissatisfaction with the coding. On the basis of an extremely small sample, it would appear that lack of confidence in the ability

- 13 Of 579 pertinent documents received in four ORR test runs on different concrete subjects, 175, or one-third, were documents in which the subject of the run was not the principal subject of the document. In the case of the fifth run, which was on an abstract subject--industrial investment in China--the analyst received 352 documents, of which 45 were pertinent to his subject. Of these 45, 38 (or 84 per cent) were documents in which his subject was not the principal subject of the document. (See Appendix #3). Analysis of Dr. Pratt's study revealed that 30 per cent of the errors made by the coders could be attributed to failure to code peripheral or fragmentary information (see Appendices #4 and #5).

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of the system to recover a useful number of pertinent documents increases with more frequent use of the system. Also, those who have more than two years' service express considerably less confidence in this respect than do those who have been on duty less than two years. Although many of these expressions of dissatisfaction expressed in the questionnaire and round-table discussions may not be legitimate, complaints of lack of sophistication among coders do have some weight when viewed in conjunction with the task team's studies. As a result of its consideration of the entire present system, the task team believes that a reorganization of the Analysis Branch by subject or area specialization, together with more adequate review of coding, will result in improved service to the requester.

At present documents to be coded are divided according to source. Although a rudimentary specialization is involved here, each coder must work with the entire code book since there is no subject that could not appear in documents from any source. Because no two coders are alike in personal interests and abilities, some will concentrate on one set of subjects, some on another, and this specialized interest will tend to result in differences in coding from desk to desk. Further, the senior coder responsible for review must also work with the entire code book. He can do little more than superimpose his own knowledge and interest patterns upon the different ones of the coder. Also, a subject or area specialist from any one of the consumer offices who wants to resolve a coding problem or explain his subject interest to ensure proper coding cannot contact a single person or group; his advice, knowledge and interests must be diffused to all coders. We believe that an organization of the Analysis Branch based on subject or area (the exact nature of which cannot be determined at present) will overcome many of these difficulties. It should be noted here that the task team does not recommend the hiring and maintaining of true subject specialists (such as an organic chemist, an inorganic chemist or a biochemist), but rather the division of the coding universe into large subject or area groups, and specialization only within these groups. Even though the coder would be a generalist compared with the subject specialist in the consumer office, such rough specialization as proposed by the task team would result in many factors capable of improving the coding.

In the selection of analysts for each group from among the present staff, special attention can be given to past academic and on-the-job training as well as to individual interests. When personnel changes occur, an attempt can be made to recruit new analysts, either from within or outside the agency, who have some specialized training or definite desires to concentrate on a particular part of the coding universe. Dealing with a smaller part of the subject spectrum day after day will, of itself, increase each coder's competence to handle his subjects. Coders will be able to

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take advantage of those OTR courses which apply to his particular subject. Specialized training in indexing would be beneficial to the senior coder and to the Branch as a whole. Training from and regular contact with the real subject specialists, the consumers themselves, becomes possible only with specialization among coders. This process might consist of a number of innovations. After a period of familiarization on a subject or area desk, the coder could be sent to one or two prime using offices for concentrated initial briefing. During this time, he might also observe methods of research and the use to which intellofax is put and become familiar with the types of analyst files maintained by various consumers. This personal contact would vitalize the job of the coder upon his return to the Analysis Branch. Later the consuming office could periodically brief all coders in the appropriate group on new interests, developments and projects, and also inform the group of any retrieval problems they have encountered. Frequent users of the system can be encouraged to contact their opposite numbers in the coding group directly, and the coders can take the initiative in contacting consumers who can help resolve difficult coding problems. Information will then flow in both directions. Since the senior coder for each subject or area group will be participating regularly in the Composite Group, feedback from the retrieval process will be channelled directly into the appropriate coding group. Since different subjects behave differently in the retrieval process, this is a particularly important factor.

Although there has been provision for the review of coding since the inauguration of the coding operation in 1948 and despite the fact that improvements have been made at several stages since then, the task team believes that this review is still inadequate and will be of maximum effectiveness only when done in conjunction with specialization. Initially, review was performed by the Intelligence Subject Code training officer, and could only be periodic since the work of some 20 or more coders was reviewed by this one individual. In the 1952 reorganization of the Branch, the staff was divided into four units, according to source of document, and the chief of each unit was made responsible for review. The ratio of reviewer to coders was thus reduced to about 1-8, but the various supervisory duties of the chief did not permit systematic review of coding. The present organization, which has been in effect since 1957, provides for a senior coder in each unit. However, a recent survey of the review done by the senior coders revealed that only one is spending almost full time on this task. The period devoted to review by the others varied from 2 to 6 hours per day. (The work of only about 4 of the 9 coders in each group can be fully reviewed each day by the senior coder, who spends 8 hours in that job alone.) Uniformity and consistency of coding among the seniors is maintained by weekly meetings.

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Analysis of studies made of the retrieval accuracy of the intellofax system (see Appendix #5) indicates that, even within the current organization, adequate review of the coding would have improved the system.<sup>14/</sup> Approximately 50 per cent of the coding errors in the documents examined by Dr. Pratt might have been avoided had even a non-specialist reviewed the coding. This also proved to be essentially the case for the documents which did not appear on the ORR test run. Systematic review should begin as soon as possible. The senior coders in the present structure should be freed of other duties so that they may review the coding, the expanded titles and the abstracts for each document before it is released from the section. This should continue to hold true after specialization is put into effect. The ratio of coders to reviewers should be such that each document can be reviewed when necessary. The senior coders should be in regular contact with using offices and should be made responsible for feedback among these offices, the Composite Group and their own analysts. To put into effect these suggestions of the task team will probably mean that more supervisors will have to be added to the staff of the Analysis Branch. Ideally, the senior coders should be promoted from within their particular specialized group. Greater expense should be laid out in training these people, both initially and throughout their career in the Document Division. An adequate grade structure will have to be obtained so that the senior coders can be induced to remain after their elaborate training and preparation. It is probably at this point that additional expenditure can be of most benefit in improving the system.

## 2. Recommendations:

- a. The Document Division should begin immediately to study the input flow by subject to determine what subject or area groupings are possible based upon their present staff.
- b. As soon as practicable, area or subject divisions of the code book should be made, and a gradual conversion to subject grouping should be instituted.

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<sup>14/</sup> Recently an ORR analyst discovered, while screening cards for a run on foodstuffs, that cards on mineral oils were appearing under vegetable oils. It was discovered that there had been an error in the printed index to the ISC which had been corrected by memo to the coders; failure of the coders to correct their indexes led to this mistake, which would have been avoided by adequate review.

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- c. The subject or area groups with Analysis Branch should be relatively large, consisting of about 5 or 6 major break-downs each composed of a number of coders headed by a senior document analyst.
- d. The ratio of coders to reviewers (senior document analysts) should be such that all documents can be reviewed, if necessary.
- e. Senior document analysts should be full-time reviewers, with grades of at least GS-12.
- f. For every subject broken out for specialization in the Analysis Branch careful attention should be paid to a continuing program of training, both formal and on-the-job, and contact should be established with the major using offices concerned. In addition, senior document analysts should be given more formal training in the principles of classification.
- g. A rotation system should be planned so as to permit each senior document analyst in charge of a subject or area to serve with the Composite Group in the Library, in turn. Furthermore, the senior analyst responsible for a given subject or area should always be consulted by the Composite Group and should be present at the interview with the requester, whenever possible, in all cases when his subject pertains to a particular intellofax run.

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D. Document Citations1. Discussion:

Although the need for improved titles and/or additional informative data on intellofax cards has not been completely overlooked in the past, an increased effort to improve the citations is badly needed. The reputation of the entire system and the efficiency of the document analysts and the reference librarians are seriously questioned each time a customer is offered a collection of poor titles. The results of the questionnaire indicate that less than 5 per cent of the users of the system find the citations entirely satisfactory, while almost 60 per cent report that the citations frequently fail to give sufficient information or are generally inadequate (see Appendix #6). Studies made by the task team have revealed many examples of very poor titles.<sup>15</sup> Since the object of the intellofax system is to provide the customer with a listing of document references which includes references to documents pertaining to his subject, the information on the card must be sufficient to enable the researcher to determine which documents he wishes to see. Under the present system, the citations are equally crucial for the named objects and for the abstract subjects. For the named objects, they are important because the objects themselves are not coded, but fall within a larger grouping or class. The cards must be screened by hand to find references to those documents dealing with the specific organization, location, model number, etc., desired by the requester. For the more abstract subjects, our General Introduction has shown that the basic requirement for the system is the capacity to accommodate changes. Because of this requirement the pattern of recourse must be general, and with more generality in the code, the greater degree of "irrelevance" there will be in the answer to any specific question. This irrelevance will not be an error, but a requirement of the system and the researcher will have to weed out his particular subject from the cards resulting from the question put to the intellofax, since the two cannot be identical. The citations in this case, must, therefore, contain enough information to enable him to identify that group of documents most likely to contain data pertaining to his problem.

<sup>15</sup> In one instance a requester was observed screening 30 cards from a run on alcoholic and non-alcoholic beverages in East Germany. The first eight cards were useless in telling him whether or not he should look at the document. Two examples of the type of title he encountered are: "Identification of an Unidentified Object in Leipzig" and "Former Flying Field [town name]." One of the ORR analysts who made a test run found a great variation in the quality of titles and cited examples of those which were of little use in helping him determine whether he should examine the document. In one instance the title given was "CSR Automobile Industry." The title of a document dated less than three weeks later (25 March 1957) provided the analyst with more guidance: its title was "Czech Automobile Industry (Description of automobiles/Actual and Planned Production Data)."

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Over a period of years, steps have been taken in the Analysis Branch to improve citations. In 1948 the Chief of the Classification Unit prepared a paper, entitled "Principles of Abstracting", which also included instructions for the guidance of classifiers in abstracting intelligence documents. It was the original intent of the classification program to prepare abstracts of all documents incorporated into the intellofax system. The volume of documents and the demands of rapid flow through the system precluded the adoption of this plan. Except for this early effort and the abstracts prepared by the coders on certain types of reports such as political and economic summaries (which comprise less than .9 per cent of the total number of documents processed), no concerted action was taken until the inauguration of a title expansion program about 18 months ago. Under this program, the coders have no written guide, but work by "rules-of-thumb." Generally speaking, they are to expand series or form titles, titles giving only name or abbreviation of plant or installation, general titles, and deficient or misleading titles. Without more specific directions, however, the title expansion program cannot achieve optimum results. The task team feels that its recommendations regarding specialization in the Analysis Branch and more rigorous review of coding and title expansion will also add to the effectiveness of the expanded title program.

In addition to measures taken to improve titles within the Analysis Branch, some effort should be made to enlist the cooperation of other offices in this regard. There are two areas in which improvement is possible. First, the original writer and reports officer should be made aware and should henceforth bear in mind the ultimate uses to which the titles are put, and he should therefore make the title as descriptive as possible. The Air Force has recently coded its collection requirements in accordance with the ISC (used in their minicard system) and the IR's carry references to the ISC codes to which the reports refer. In so doing, the Air Force had hoped that the report writer would entitle his report in a similar manner. It is too early to make a statement of their success. Secondly, an effort should be made to induce the field to reduce the number of miscellaneous documents, where many subjects are combined in one report bearing a very general title. Both coding and title expansion could be improved if the documents were confined, whenever possible, to a single subject.<sup>17</sup> The coding of CS reports in L Building (1954-56) generated a closer

<sup>16</sup> Although statistics on the number of abstracts prepared have been included in the Monthly Report, no records were kept on title expansions. It is estimated that the titles of about 10 per cent of the documents were expanded at the beginning of this program. As part of the task team investigation, analysts were requested to report these figures. A large increase is shown in the figures for February and April 1958 (February -- titles expanded for 22.8 per cent of the documents coded; April--titles expanded for 35.6 per cent of the documents coded).

<sup>17</sup> In this connection, it is interesting to note that Air Force has recently been attempting to reduce the number of "catch-all" documents and to

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working relationship between the coders and the FI staff in regard to titles. The coders were invited to bring meaningless, erroneous or poor titles to the attention of the members of the editorial staff, who made corrections; this was quite effective in promoting the use of good titles. Although the Document Division has not been able to elicit interest from OO in regard to titles, that office does attempt to include in the title line the miscellaneous topics embodied in the report.

2. Recommendations:

- a. The Analysis Branch should place a greater emphasis upon title expansion. Present standards for expansion should be defined and then studied by the Document Division, which should prepare a preliminary rough guide including provision for at least the following elements in title expansion:
  - Place names
  - Model Numbers
  - Specific commodities and types
  - Organizations, institutions, parties, groups
  - Ship names
- b. After the Analysis Branch is finally organized by subject or area, the rough preliminary title expansion guide should be greatly refined within each subject. This should, primarily, be the duty of the senior document analyst for each subject.
- c. Serious consideration should be given to the training of some of the coders in citation methods: for example, a tour with the New York Times Index.
- d. A working group of CODIAC should be appointed to discuss matters of titles and the relationship of subjects to documents. This group should request that each participating agency instruct the field to use more descriptive titles and to reduce the number of documents with miscellaneous or numerous subjects.
- e. After a firm policy for titles and title expansion is established within the Document Division (see 2a and 2b above), FI and OO/C should be requested to direct their reports sections at headquarters to conform to it also

instruct the field to concentrate on shorter documents on more homogeneous subjects. Air Force documents of the past two years, at least in certain economic subjects, have been among the best in this respect. A comment of one of the ORR team of investigators can be quoted here: "Air Intelligence Information Reports, which consisted of approximately 166 of the 430 items listed, practically always contained information of the type requested. This was probably due to the fact that most of the reports dealt with single subjects and were short (about 1-3 pages)."

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E. Retirement of Cards1. Discussion

The task team found no validity in the consultants' criticism that the retired cards are unavailable. Perhaps the Library did not always inform the requester that he could obtain the old cards rapidly (in an emergency, within four hours -- otherwise, within 24), but they were available. Since the inception of the Composite Group, each requester has been informed of the existence of these cards and given the opportunity to request them.

There remains, however, a question as to the feasibility of continuing to microfilm the retired cards. This film is made each time cards are retired, and is kept in the Library so that, in an emergency search, the requester can begin screening the old cards immediately. This microfilm has been used very rarely, only a few times a year. Since the task team discovered that reference librarians were referring requesters only to the microfilm and not to the cards themselves, it is possible that, even in those rare instances of use, the requester might have preferred to recall the cards. That this is probably true is indicated by the fact that since the Composite Group began informing the requesters about the retired cards (about four months ago), no one has chosen to use the microfilm.

What purpose, then, does this microfilm serve? It is essential only for those emergency requests where the needed information is based on documents more than five years old, where time is so short that the requester cannot wait three to four hours, or where the requester himself has the time and inclination to use the microfilm. Since most of these "crash" requests involve information of more recent date as well, the requester can be given some of the newer material to work on while he waits a maximum of four hours for the older cards. The microfilm, then, is essential only in the extremely unlikely instance where a "crash" request pertains only to the older material, and where the urgency is of the order of less than four hours.

The microfilming process, including labor, film, film processing and actual microfilming, costs an estimated \$2350 every two years. In addition to this expense, the process disrupts work schedules in the Machine Division, drawing people from the filing of current cards, whereas, in view of the infrequency of all requests, emergency or routine, for material older than five years, it would seem wiser to concentrate all available machine effort on these current files.

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The task team feels, therefore, that the extreme unlikelihood of a need for the microfilm does not warrant its expense.

2. Recommendation

It is recommended that microfilming the retired intellofax cards be discontinued.

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F. Intellofax Service in the Library1. Discussion

The investigations of the task team led to the conclusion that the intellofax system could be greatly improved by certain changes in the method of servicing requests in the Library. In the past, intellofax requests were handled by all librarians in the Information Unit. As part of their general orientation, these individuals received a month's training in the Analysis Branch on the use of the ISC. No provision was made for periodic up-dating of this training, however, and consultation among librarians and between the librarians and the coders was on an ad hoc basis. For this reason a continuous refinement of techniques, based on past experience, was not possible. Review of the runs was made each day by the Training Officer of the Analysis Branch, who discussed questionable codes with the librarians, made changes in the codes selected and, in some cases, suggested reruns. 16/ This arrangement was not entirely satisfactory since correction after the fact was often awkward and, in the case of reruns, time-consuming. Also, since the Training Officer was not a participant in the original discussion with the requester, errors in interpretation of the requester's needs could occur at more than one point. Since each librarian handled intellofax along with many other types of requests, his attention could not be fully focussed on the special problems of the system. Many times, therefore, he did not possess the expertise to question the consumer in sufficient detail to elicit all the information needed to make a run which would best suit his needs. Other considerations, such as the personality of the individual librarian, his interest in intellofax as a research tool, the amount of time at his disposal to talk with the requester and to select all the codes which might pertain to the subject, also resulted in the great variation in quality from request to request.

The task team felt that service to the requester could be improved by bringing special skills, other than those possessed by the librarian, to bear on the problem. To this end, an experiment was initiated over a six-week period. As stated in the terms of reference for the experiment (see Appendix # 2.):

"The different background and skills of the librarian, the coder and the machine systems expert are all relevant to the problem of helping the requester to use the intellofax

18/ Records kept by the Training Officer in 1957 indicate that there was an error of about 5 per cent in the encoding of requests.

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system. The reference librarian brings to the task a wide knowledge of bibliographic tools of all kinds, of catalogs, research aids, specialized finding aids, etc., as well as some knowledge of the capabilities of the intellofax system. The coder knows the ISC from the inside, and has been involved in the document input to the system. The machine expert knows the capabilities of machines for searching and collating, and is an expert in translating the logical properties of questions into machine language."

A Composite Group, consisting of a reference librarian, a representative from the Analysis Branch and a representative from the Machine Division, was constituted to handle all intellofax requests for the experimental period. Since the Analysis Branch representative to the Composite Group was also a member of the task team, the team was kept informed periodically on the findings of the Composite Group. The task team feels that the report of the Composite Group (see Appendix #2B) amply demonstrates the value of this approach.

With certain modifications in regard to the composition of the Group, the task team endorses the Conclusions and Recommendations stated in the Report of the Composite Group (see Appendix #2B, Part IV). As recommended in the Report, the Analysis Branch and the Library should always be represented in the Group. The senior librarian should continue to be the key individual in the retrieval process, since only he can see the relationship of intellofax to other reference tools and judge whether intellofax alone will best serve the requester's needs. By the permanent assignment of one librarian to the Composite Group, the continuity necessary for optimum use of past experience will be provided. The contribution of the senior coder will be of maximum effectiveness only if that individual brings to the Composite Group knowledge of the current procedures in the Analysis Branch. For this reason, the task team agrees with the Report that the coder should serve with the Group on a monthly rotation basis. Under this system, the experience which the coder gains can be applied readily to the work in his own Branch. It was the feeling of the Composite Group that the services of the systems expert were not needed often enough to warrant his full membership in the Group. Consultation when particular problems arise was thought to be sufficient by the Composite Group and the task team endorses this opinion. It should be recognized, however, that the situation will change radically if minicard is adopted. The addition to the Group of a clerk from the Reference Branch is suggested by the task team in order to enable the other members of the Group to concentrate entirely on their professional duties. The number of librarians to be

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included in the Group depends on the volume of requests to be handled. With the addition of a clerk to the Group, two reference librarians may be sufficient, but this is not known at the present time. If, at some future date, the Library is reorganized on a subject basis, the task team feels that the Composite Group should include only one full-time permanent librarian. Under these conditions, the ad hoc addition to the Group of the librarian in whose field a particular request lies can be made.

The Procedures outlined in the Composite Group Report (Appendix #2B, Part I) will result in a substantial improvement in service to the consumer. The task team wholeheartedly approves of the modifications made by the Group regarding contacts with the requester, since it agrees that initial and follow-up contact with the consumer are crucial points in the retrieval process.<sup>19/</sup> The goal of personal contact with each requester and the program of selective follow-ups will result in a better answer to the consumer's research problem, will aid the Composite Group in determining how any particular code pattern met the researcher's needs and, finally, will be of great value to OCR in making decisions concerning a future central system. The innovation of code selection by the coder himself is also a procedure which the task team regards as a vast improvement over daily review by the Training Officer. The task team has evidence of one instance in which this improvement is demonstrated: namely, the case of the same request run twice, first by an individual reference librarian in early 1957, and later, in 1958, by a member of the Analysis Branch using techniques developed in the Composite Group. The first run yielded only three documents, whereas the second, on precisely the same subject, yielded 39 more (all of which were in the file when the first run was made). The task team also feels that the innovation of the Composite Group of arranging the codes into subject groups is helpful to the requester and that this practice should be continued. Although the task team fully endorses the Composite Group procedure of screening the cards to divide them into two categories on the basis of potential usefulness to the requester, it feels that further screening "to eliminate the clearly unrelated material" should be done with a great deal of caution. The elimination of cards will undoubtedly lessen criticism as to the volume of the reply compared with the pertinent material included, but many consumers have indicated that they do not want any material deleted, and prefer to do any screening themselves (see Appendix #6). When the Composite Group does plan to eliminate cards as part of the screening process, it should so inform the requester and tell him exactly what type of material will be omitted. If citations are

19 Many consumers will, of course, continue to submit their intellofax requests through the Branch Libraries. The procedures for handling such requests are outlined in the Composite Group Report.

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To summarize, the task team believes that the continuation of the Composite Group approach will have numerous advantages. Making the requester a more active participant in the retrieval process should result in a more precise definition of his problem and, therefore, in a more useful answer. A closer relationship between those who retrieve the material and those who put it into the system will also result in better service to the requester, since the coder will possess a current knowledge of how the ISC is actually being applied. The handling of all requests by a small group will provide control over the processing of runs in the Machine Division and ensure that requests are being handled in the proper order. The increased attention paid to the arrangement of material in response to a request will also be of use to the consumer. With each senior coder periodically serving with the Composite Group, constant feedback between the input and retrieval steps will result in an improved system. Through the experience gained by the Composite Group over a period of time, sufficient data will be obtained to enable OCR to make decisions on the future direction of the system.

## 2. Recommendations

- a. All intellofax requests should be processed within the Reference Branch by a Composite Group consisting of:
  - i. One senior document analyst from the Document Division, serving on a monthly rotation basis.
  - ii. Two or more reference librarians, at least one of whom should be permanently assigned to intellofax work.
  - iii. One representative of the Machine Division, available on call in that division when needed.
  - iv. One clerk from the Reference Branch.
- b. The duties of the Composite Group should include responsibility for all intellofax service and for gathering information from that service to demonstrate the various uses and problems of the system. This task entails the following:
  1. Except where extremely high priorities or "crash" deadlines are involved, no request should be processed for intellofax service without a personal interview, or at least a telephone call, with the original requester. In the case of non-CIA requests, the consumer should be asked to come to the Library; if this is not possible, one of the librarians should go to him.

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- ii. The Composite Group should take the initiative in maintaining contact with the libraries or other liaison units in outside agencies, and should fully brief those responsible for forwarding requests to CIA.
  - iii. The Group should conduct a selective follow-up program designed to provide continuing information as to the purposes, types of requests, and results of intellofax runs (see recommendation #2b, above).
  - iv. The Group should keep full reports of interviews and such other records of intellofax runs as are deemed necessary for continuing study of the intellofax process (see recommendation #2b, above).
- c. The specific duties of the various members of the Composite Group should be as follows:
- i. The librarians should make decisions regarding the feasibility of an intellofax tape and the relation of individual runs to other sources of information.
  - ii. The Group's senior librarian should exercise direction over the procedures involved in making runs, and should resolve all differences of opinion within the Group. (His grade should be at least GS-12).
  - iii. The member from the Analysis Branch should share in all discussions with requesters and participate in processing requests to completion. Final decisions involving code selection and arrangement of subject groups should be made by this member.
  - iv. The representative from the Machine Division should be available on call to attend the Composite Group's sessions; when necessary, to advise on grouping, upon the feasibility of special runs, and to help estimate time schedules.
  - v. The clerk should perform all clerical operations, including preparation of correspondence and document receipts, stamping of documents, etc. She should also perform, under the supervision of the senior librarian, simple screening not involving substantive decisions. She should keep all records and forms required, and should provide regular messenger service to and from the Machine Division.

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- d. All members of the Composite Group should be responsible for their intellofax work to the Chief of the Reference Branch of the Library.
- e. If, at some future time, the senior librarians of the Reference Branch are assigned to subject specialties, the Composite Group should then include only one full-time, permanent Library representative. This librarian will provide the continuity necessary for the transmission of intellofax experience as it is gained, and for the collection of information about the system. The requester will be brought to the Composite Group by the librarian in whose subject his problem lies, and that librarian will then be an ad hoc member of the Group for that particular intellofax run.
- f. Those specific recommendations made in the Report of the Composite Group to task team # 1 (see Appendix #2B, Part III) which are outside the purview of the task team should be considered by OCR Management.

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## APPENDIX #1

The Consultants' Criticisms of Intellofax1. The encoding of requests is unreliable.

The Consultants conclude that intellofax runs are unreliable because coding of the documents and coding of the requests are both inconsistent.

a. Coding of requests.Consultants' findings:

The Consultants made three tests, involving over 20 comparisons of coding. In no case was the same subject encoded twice in the same ISC terms. In eleven cases the request was taken from the request form and given to a librarian to code. No consultation was permitted, no discussion with the original requester. The request form is not an accurate record of the true purpose of the requester, nor does it give all the details of the request. It is not surprising, therefore, that librarians coded these subjects differently than had the librarian in the original case. It would be surprising if the codes were the same.

In another test, the Consultants reran a request after consultation with the original requester. However, the librarians who were to recode the request were not involved in this discussion: the Consultants settled the norms for the test with the Training Officer of the Analysis Branch and the requester. (The subject of this run (ruble-dollar ratios) is not the type that would normally be treated by intellofax with good results -- ORR can much more easily obtain this information elsewhere.)

In a third test, the Consultants themselves were the requesters. This was a fairer example, but it is understood that they still did not permit consultation among the librarians. Since, before the existence of the Composite Group, such consultation was standard practice and necessary to bring more intellofax experience to bear on a single request, it is again no wonder that the test brought negative results.

The Consultants concluded from the tests described above and from conversations with requesters that the encoding of requests was unreliable.

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Task Team findings:

Although the tests made by the Consultants were inconclusive, the information studied by the task team confirmed the general charge of unreliability of encoding but reduced the degree of this unreliability to a smaller percentage. Records kept by the Training Officer, Analysis Branch, in 1957, give details of the errors made by the reference librarians. The Training Officer estimates at least a 5% error. Since he did not directly participate in discussions with the requester, it is probable that some further errors were not discovered. As an example of what happens when the person who encodes the request is unfamiliar with the code, we can refer to the evidence of Dr. Pratt's study (Appendix #4, below). Here OSI analysts scanned the code book and chose the codes. The task team's investigation of a sample of the results indicated that there was a 15% error due to choice of wrong codes or omission of correct codes by the requester.

In one case, the task team has records of the same request run twice: first by an individual reference librarian in early 1957, and later, in 1958, by a member of the Analysis Branch using techniques developed in the Composite Group. The first run yielded only three documents. The second, on precisely the same subject, yielded 39 more (all of which were in the intellofax file in early 1957, when the first run was made).

Task Team conclusions:

The Consultants' charges of unreliability in encoding of requests, though based on faulty investigations, were substantially correct. Though the errors were not so universal as charged, they were serious and frequent. They were due to a number of factors, including lack of direct contact with requester, lack of experience of reference librarians, lack of advice from Analysis Branch, and lack of a continuing and growing tradition that would benefit from past experience. The task team feels that all of these factors can be eliminated, or at least alleviated, by the recommendations on the Composite Group and the Analysis Branch. At least the margin of error will be greatly reduced. It must be realized however, that no two reference problems are exactly similar, and that there will therefore always be some element of variation in encoding of requests.

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b. Coding the documents.Consultants' findings:

The confusion and lack of uniformity shown in the tests made by the Consultants were definitely present. The tests were essentially fair, except that the Consultants did not allow for overcoding. When a document analyst is in doubt, either because of lack of knowledge or because a new concept has arisen which needs a decision, he may either hold back the document until he can proceed, or he can overcode. In the former case, he may have to wait too long: if there are a number of these documents, the entire production schedule is slowed. In the latter case, he makes sure the document can be retrieved by overcoding. As long as such instances are not multiplied unnecessarily, there is no doubt that overcoding can be legitimate. It is necessary, too, in cases where a new concept arises but where there is doubt as to whether it will be important enough to warrant a new decision or a new code. While awaiting other evidence to answer this question, the document cannot remain without coding and thus, is overcoded. As long as both document analyst and Composite Group know how to retrieve it later, this presents no danger. The solution to this kind of problem probably lies in the "Authority File" mentioned above, and in closer cooperation between Analysis Branch and the Library, which can best be achieved through the Composite Group.

Task Team findings:

The investigations of the task team confirmed the criticisms of the Consultants. These investigations were related to concrete requests, and studied the document coding within those contexts. It was found (see Appendixes ## 4 and 5) that there was an error of about 15% in coding. The errors were due to a number of factors, analysed in Appendix # 5. Mistakes or differences in coding seemed to occur more often with peripheral coding than with the major subject of the documents: however, this is still a grave situation, since other evidence shows that a great percentage of requests depend for their answers on secondary subject coding (see Appendix # 3, below).

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Task Team conclusions:

The task team feels that the recommendations on the Analysis Branch, the Intelligence Subject Code and the Composite Group will remove many of the causes of the errors mentioned above. The Consultants themselves state that both the librarian and the document analyst are working blindly since the code book does not contain enough information about how the codes are used to permit selection of the right code. This is true, but not in itself a sufficient argument for abandonment of the intellofax: the task team feels that it points to the necessity for a code book with tools that do contain enough information for proper code choice. With further revision of the ISC itself, with specialization of area or subject among the coders, and with rigorous review by senior coders, most of the errors of the past can be corrected. Certainly, until these measures are in operation for a considerable period of time, it is premature to decide to abandon the intellofax for failures which could be corrected within the system.

2. The citations are inadequate

The Consultants conclude that information given on intellofax tapes is inadequate for reliable selection of pertinent documents. They do not give extensive evidence of such inadequate citations.

Task Team findings:

This charge is definitely justified. Analyst opinion definitely shows that there is trouble here: over half the respondents state that the citations frequently are inadequate; less than 5% find them entirely satisfactory. In a number of cases the task team reviewed cards with inadequate citations. In one case, cards bearing only titles like "Identification of Unidentified Object, Leipzig" were expected to help a research analyst to decide whether the document concerned his subject, which was beverages in the East Zone of Germany. More extensive and detailed results were obtained in the test runs made for the team in ORR (see Appendix # 3). There is no need to belabor the point: citations are often inadequate.

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Task Team conclusions:

The citations must be improved; however, this is not an impossible feat. A start has already been made, and 1957 titles are definitely superior to earlier ones. Nevertheless, much more work remains to be done. Great effort will have to be made in the Document Division, and components both here and in the field, where titles are composed, will have to be included in the reform. The task team feels that its recommendations about citations, coupled with increasing specialization and adequate review in Analysis Branch, will greatly improve titles.

3. The system is insufficiently used

It is not clear just what the Consultants meant by this charge. They state that only 10-15% of the reference questions received in the main library are answered by intellofax runs, although they also state that the answers include a much larger number of references than the figure would suggest. It is difficult to grasp the import of this fact. Does it mean that the number of questions is not sufficient to justify the expense of intellofax? Does it mean that not enough of the reference questions actually received by the Library are answered through intellofax? Does it mean that the intellofax does not serve some types of consumers that a central system should?

It is not possible to measure the value of intellofax to all its users. It is sufficient here to point out that the questionnaires (Appendix # 6) show a very widespread use and reliance, and that 78% of the respondents who use the system are satisfied with it. An average of 2500 questions is put to the intellofax system each year. Though it is impossible to give a figure designating the smallest number of questions that would justify the system, it is undoubtedly true that 2500 is above that number.

Intellofax is chosen as the solution to a requester's problem if the information he needs can only be found in intelligence documents, or if it can be found more rapidly in intelligence documents. Otherwise, existing tools leading to open literature are used. This is sound doctrine, and can be no criticism of the intellofax.

There are customers whose needs are not satisfied by intellofax. These include researchers who need immediate service in a matter of minutes -- not simple, single-document answers in that short time, but whole files to consult, arranged in the proper order for immediate reference. This problem, most apparent in OCI, is one which the intellofax cannot at present solve. There are ways to

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solve it, however, which parallel intellofax and are outside the scope of this task team. However, it can be pointed out here that there is no necessity for a single, all-inclusive central system capable of solving the problems of all types of consumers. The central system can contain more than one such solution. Also, the analysts themselves, in their own files, may have the best answer (see above, General Introduction).

4. The same data does not appear on repeated runs for the same codes.

Consultants' findings:

Ten cases of error were discovered and listed by the Consultants. A careful analysis of these has been made by the former AD/CR, Dr. Andrews, in a letter to the DD/I. This analysis will not be repeated here. The results were that six out of the ten were not at all evidence of what the Consultants were trying to prove. However, the other four were errors, and serious ones.

Task Team findings:

The task team made four test runs (part of the ORR tests; see Appendix #3) -- not a single error of this type appeared. This does not mean, of course, that such an error could not reappear. It just means that it hasn't yet. However, controls have been instituted in the Machine Division which, in the opinion of the task team, are sufficient to prevent the recurrence of these errors. Furthermore, the added attention applied to intellofax runs in the experienced Composite Group will provide a further check. The possibility of human error, even despite the controls in the Machine Division, still remains: however, this possibility is even more present in any alternative solution to the information retrieval problem.

The Consultants stated that one of the major reasons for the ten cases cited was probably the multiplicity of files in the Machine Division. This problem has not been discussed in this task team report: Task Team #2 treated the card files in detail, while Team #3 considered the alternative solutions.

5. The service is slow, untrustworthy, and costly.

These charges will be considered separately.

a. Slow

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Consultants' findings:

The Consultants conclude that intellofax service is slow for most of the questions handled, as compared with conventional means. They 25X1 concentrate on the searching and card-copying time. Without repeating detailed analysis (contained in figures produced by [ ] the Machine Division), it is sufficient to say here that the advantages of a hand system have been overrated. Counting only 25X1 actual work time, it has been shown that, on the Consultants' own terms, 66% of the requests involve three subjects or less and can be recovered in 30 minutes or less. However, this refers only to searching time. Once found, the cards have to be reproduced, no matter what system is used. Mechanical reproduction is faster than hand copying.

Task Team findings:

The analysis above refers only to a part of the time expended for each request. As pointed out by the Consultants, only a small percentage of requests are actually given to the requester within two or three hours: most take one to two days. The reason is that intellofax is a highly complicated system with many steps, and that it involves problems of queueing, back-log, quality control, etc., which prolong each request. The task team studied this problem and turned its figures over to a representative of the Management Staff with the request that recommendations be made as to the methods by which the total time for each request can be reduced.

However, the problem of time still remains. The vital point here is: how do the consumers feel? Does the relative slowness of intellofax prevent the consumers from using it? Here the questionnaires gave a reasonably definite answer: slowness is the least frequently cited reason for lack of use of intellofax. Of 370 answers given to the question: "If you are not a regular user of the intellofax system or are not satisfied with it, please . . ." check which of the following reasons are behind your feeling; only 10% referred to the answer: "The system is too slow for me to use satisfactorily".

Most requesters interviewed who had reason to use the intellofax system had no criticism of the delays involved: they felt that their own time was being spared for other tasks.

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Further answers to this question will have to wait for the Management Staff study. In addition, further discussions should be held with consumers in offices such as OCI where immediate service is desired. Although it can be improved, intellofax is probably not too slow for the requesters who have been using it up to now: if it is to serve new purposes, the question will have to be reopened.

b. Untrustworthy

This involves three specific charges - all three of which have been adequately dealt with elsewhere: the system is untrustworthy because of inconsistency in encoding requests (see above); because of inconsistency in the coding of documents (also see above); and because of inconsistency in the machine searching of cards (see above, and Task Team Report #2).

c. Costly

✓ The Consultants conclude that the intellofax system is too costly. They give figures showing that the average cost per search is over \$200. The task team did not carefully review this figure. There is no way to compare such a figure with any norm or ideal of what the service is worth. It is clear that intellofax answers very definite and important needs in the intelligence community, so much so that it could not be abandoned without a full and adequate substitute immediately taking its place. Therefore, since we are dealing with a basic ingredient in good intelligence, which is needed for national defense, it is not appropriate to consider the cost of the system in vacuo. A bomber also costs a great deal of money; but with what does one compare that cost? Given the fact that we must have bombers, the cost can only be compared with that of other types of bombers or their equivalents.

The cost of intellofax, then, is meaningless taken by itself. Certainly, we must carefully and periodically examine this cost and make constant effort to reduce it within the concept of the system, other things being equal. But such economies must never weaken the capabilities of the system to produce the information needed; this would be false economy indeed. The cost figure can only be properly compared with equivalent figures for alternative systems - a project which is beyond the terms of reference of this task team. Such a comparison can be found in the report of Task Team #3.

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6. The older cards are unavailable.

The Consultants conclude that the cards older than five years are unavailable, and that their unavailability means that the total investment in intellofax input disappears after five or six years.

Consultants' findings:

The Consultants concluded that the older cards were unavailable-- that the system was unable to supply them. They also stated that the retired cards were not in a condition to use for an intellofax run even if they became available. Finally, they stated that requesters were not always informed that their run would only include a five-year span of material, and so thought that they were getting negative answers when they were, in fact, not even asking questions of the older material.

Task Team findings:

Since the Consultants did not try to recover older cards, their charges refer entirely to the opinions of the Librarians and the information given by the librarians to the customers. The task team discovered that it was true that requesters were not properly informed of the possibility of the return of older cards for specific runs. In some cases the consumers were not even told that their run would not cover older material; in most cases, they were so informed, and were offered microfilm of the old cards. In few cases was the true situation outlined: that the older cards could be recovered for any intellofax run within 24 hours, or 4 hours in emergency cases. The task team tested the availability and usefulness of the older cards on a number of occasions, through the Composite Group. Contrary to impressions current in the Library before the investigation, the cards are in good condition to use for runs, and they can be returned within a relatively short time.

Task Team conclusions:

The Consultants' charges were correct insofar as they referred to the information given the consumer. They were not correct in relation to the true facts. This situation can be (and already has been) corrected by fuller understanding in the Library. The Composite Group has been functioning now for over four months and has in all cases completely informed the consumer of the

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possibilities of the old cards. Several requesters have availed themselves of these cards. There is, therefore, no longer any problem in this respect.

7. The system requires excessive space.

The Consultants conclude that the intellofax system as a whole requires excessive space, and that their suggested alternatives would need less. This charge has been answered for the card files in relation to an open card catalog by Task Team Report #2, and for the aperture system in relation to an intact hard-copy file in Task Team Report #3. The general conclusion is that, since the suggested alternatives to the intellofax system would take no less space and probably more, intellofax does not require excessive space.

8. The system duplicates work done in the other OCR Registers.

The Consultants conclude that requests brought to the Library for intellofax service are of the same type as those served on IR and BR, and further state that there is a considerable amount of overlap between the materials now indexed in the intellofax system and in the Registers. These are two different questions, and will be discussed separately.

a. Overlap in requests.

The Consultants refer here to both IR and BR. They say that an examination of reference questions answered in IR indicates that a large number are no different than questions on which machine runs or book runs are made. The addition by the Consultants themselves of book runs indicates the answer: the three answering-services cited are based on three different approaches, all of which are valid and each of which supplements the other. Intellofax and book runs refer to different basic material--classified and open literature. IR and intellofax refer to the same material, classified documents, but from different aspects. Intellofax handles subjects but cannot retrieve, by specific code, individual plants. IR does this. Plants are handled separately because they are subject to full information retrieval, involving collation and analysis on the part of OCR (see General Introduction). For any complete research job, both methods must be used. This is not an anomaly; it is standard practice throughout the research world. There is not and there cannot be any single royal road to all

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research solutions. In any concrete problem, a process of cross-checking must go on.

The Consultants also state that a high percentage of the questions asked of the Reference Branch are biographic and would also have to be traced in BR and "other" sources in the Agency. This is only partially true. Many reference questions are about people;

and are quick-answer problems.

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When questions on foreigners are put to the Library, they answer them if they are quick-answer types (where a single reference to a Who's Who can satisfy the requester), but, where the consumer needs more information, he is referred to BR or BI. This is sound practice and does not create any serious duplication.

b. Overlap in document coding.

The Consultants state that there is a considerable amount of overlap between the materials now indexed in the intellofax system and in the Registers, and that if this duplication were eliminated by omitting the indexing of all materials covered by the Registers, this would further reduce the number of documents that would have to be indexed within intellofax.

The answer to this charge is contained in a quotation from a paper written by the Chief of the Document Division:

"All documents and enclosures which we identify as purely graphic, biographic or industrial (plant-oriented) in nature are excluded from the intellofax system by the present Document Division screening process.... If the rule were adopted that when a Register indexes part of a document it shall index the entire document, OCR would have to change the scope and increase the T/Os of the Register staffs.... The survey team appears to have confused multiple processing with duplication of processing, otherwise, they would appear to be objecting also to the fact that BR and IR both process a document containing data on personalities and on specific manufacturing plants."

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9. The system fails to provide service at as high an intellectual level as is needed for the program of the Agency.

The Consultants make two points in relation to this charge: first, that the nature of the Agency's work requires more sophisticated information retrieval than would almost any other kind of organization, and that it is obvious that the present level of information retrieval is lower in quality than that of the average . . . library; second, that the current intellofax system was never subjected to thorough analysis, in terms of the objectives to be achieved.

With regard to the first point, it is certainly true that the Agency's needs are more sophisticated than those of other kinds of organizations. This very point makes any comparison with outside reference libraries almost meaningless. In addition, the information input to the system is very different from that of other "conventional" systems--consisting, as it does, of raw intelligence data. The needs are extremely varied, ranging through many variables. For a discussion of this problem, see the General Introduction, above. Specific charges of low "intellectual" level reduce themselves to questions of reliability of coding, discussed above, and to problems of generality, flexibility and change, discussed in the General Introduction. For many purposes, as shown by the questionnaires, intellofax provides very sophisticated service, when combined with the screening and searching done by the research analysts themselves. The Registers, on their part, provide much more detailed and sophisticated treatment of certain specific aspects of intelligence which are amenable to full information retrieval treatment. For other purposes, intellofax is less successful: part of this is due to defects in the way the system has been operated, and can be remedied by the adoption of the recommendations in the main body of this report. Other less successful applications cannot be handled better within intellofax: it must be the task of OCR management to discuss these problems with the interested consumers and to work out, where OCR is given the responsibility, other parts of the central system which can do the job better.

With regard to the second point, it is true that no comprehensive and coherent study has been made, to date, of the intellofax system in terms of the various objectives to be achieved. A beginning has been made in this Task Team Report, which also contains suggestions as to how to continue this task, what information is needed, etc.

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## APPENDIX # 2 A

TASK TEAM #110 January 1958OUTLINE OF INTELOFAX SERVICE EXPERIMENT

The different background and skills of the librarian, the coder, and the machine systems expert are all relevant to the problem of helping the requester to use the intellofax system. The reference librarian brings to the task a wide knowledge of bibliographic tools of all kinds, of catalogs, research aids, specialized finding aids, etc., as well as some knowledge of the capabilities of the intellofax system. The coder knows the ISC from the inside, and has been involved in the document input to the system. The machine expert knows the capabilities of machines for searching and collating, and is an expert in translating the logical properties of questions into machine language.

To utilize all these skills, an experiment in group discussions with the requester will be initiated. The steps will be as follows:

1. The requester who comes in person to the Library will contact the normal reference librarian. If, after discussion with the librarian, the problem seems to be one best handled by the intellofax system, the group approach will be initiated.
2. In this case, one reference librarian, designated in advance for this experiment, will sit down with the requester and call in two other individuals to the conference: a senior coder from the Document Division, and a machine methods expert from the Machine Division. Both of these latter individuals will be provided desks in the Reference Branch area, will bring their own work with them, and will be in readiness to join these conferences with the requester.
3. The group will then discuss with the requester his needs, his terms of reference, and possible means of solving his problem. The reference librarian will define the problem with the requester; the senior coder will draw up the list of codes to be used and discuss these with the requester; the system expert will advise on problems concerning packaging (the optimum size and scope of the request for efficient machine processing), the logical relations involved in the request, and the capabilities of machine searching.

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4. The request form, drawn up by the senior coder with the assistance of the librarian and the machine expert, will then be sent to the Machine Division.
5. The resulting cards will be screened by the senior coder to eliminate (if possible; that is, if sufficient information is given on the card) the completely extraneous cards. (This will replace the present system where a member of the Document Division screens the machine runs after they are made.)

This experimental system will, it is hoped, utilize the reference librarian's wide and detailed knowledge of bibliography, his experience in dealing with many different types of requests, his feeling for the right method to investigate a problem. This knowledge, background and skill is usually lacking in a person exclusively trained in the ISC and experienced in coding documents. The senior coder, however, brings to the group other skills lacking in the reference librarian: an intimate knowledge of the code structure, a cumulated experience in day-to-day coding of the very documents the requester wishes to retrieve. The machine expert possesses skills and ways of thought not present in either the librarian or the coder: the ability to think in terms of logical relations, and of the detailed capabilities of the machine system per se.

The proposition "those who put the material into the file should help the requester get it out" is carried out fully in this experiment, since the entire intellofax system includes the coder, the machine expert and the librarian, and all of these will be involved in retrieval of information.

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## Part I - Procedures

During this project all steps in the processing of an intellofax tape were carefully observed. The standard procedure in effect for intellofax runs (as set forth in the Library Procedure Manual, Part II, Section B (Attachment # 1) was studied with the purpose of determining what changes and innovations might be introduced. The Group agreed that, in general, the mechanical details of the established procedure were valid and should be continued, namely, the librarian's Work Sheets, the Index Search Record, the forwarding of requests to the Machine Division by telephone, and the transmittal of tapes within CIA. The Group, therefore, concentrated on the following issues:

Contact with Requester: The Group felt that initial contact and follow-up contact were the most important steps in the process. We experimented with a more aggressive course in initial contact than has normally been taken in the past.

- a) Requester Making a Personal Visit: The purpose and aim of the Composite Group was explained, and new patrons were given a general briefing on the intellofax system. The requester was questioned closely as to his specific needs to determine whether intellofax and/or some other reference service (book tape, open literature indices, Intelligence Publications Index, or published materials) could best resolve his problem. If intellofax, the Intelligence Subject Code was shown to him and the capacities and the limitations of the system were discussed in relation to his specific problem. Each requester was apprised of the availability of retired intellofax cards. Priority of project was determined; and arrangement of cards or tape was offered to suit his convenience in using the "run". When another reference service was required in place of or supplementary to intellofax, the requester was referred to another Reference Librarian.
- b) Mail or Telephone Requester from an Outside Agency: Requests, except those from specially cleared individuals (State, Army, Navy and Air) come either through the outside agency control officer or our own Liaison Division. Mail requests and those received through Liaison Division can be troublesome because they are often so condensed that facts and details are obscured. In the experiment, straightforward requests were processed without question, and those requiring clarification were not processed until the control officer in the particular agency or our Liaison Officer identified

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the original requester. He was contacted by telephone and given either an explanation, as outlined in paragraph a) above, or invited to visit our Library. (In the past, this type of contact rarely went beyond the control officer.)

- c) Branch Library Requester: By arrangement with the Branch Libraries at the beginning of this project, the name of the requester, with his telephone extension, was provided with each request to permit direct contact when necessary for clarification or discussion of problems. Branch Library requesters often submit ISC numbers rather than narrative descriptions of their problems, and it is understood that this approach has been normally acceptable to the Branch Librarian. Also, Branch Library personnel not trained in the Intelligence Subject Code take requests on occasion. Both of the latter instances pose dangers to satisfactorily fulfilling a request by machine run. Unless it was ascertained that the requester had been questioned at the Branch Library, the Group contacted him or asked the Branch Librarian to call him for a full description of his needs. (Prior to this project, very few direct contacts were made with the requester because they were left to the discretion of the Branch Librarian.)
- d) Telephone Requester within Agency: The requester was invited to visit the Composite Group for discussion. (Most telephone requests originate with analysts in offices far removed from M Building.)

Follow-up Contacts: In the past these were never initiated by the Librarian; however, it is felt that this step is necessary to determine the effectiveness of runs. To date, the Group has not adequately covered its follow-ups to permit any conclusions to be stated. The program will be continued through March.

Establishment of Codes to be Used: It was noted that the average patron of intellofax is not familiar with the Intelligence Subject Code. Explanation was always given and codes were selected, whenever possible, in the presence of the requester. Abstract and qualified subjects required research, or consultation with the Analysis Branch, to interpret subject/area coding patterns. In accordance with the terms of reference of the Group, the Document Division representative determined the codes to be used. This differed from past practice whereby a senior analyst of the Analysis Branch made a daily review of requests after the runs were in process or completed,

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discussed questionable codes and results with the Reference Librarian, and, if necessary, requested reruns. This was not entirely satisfactory, since correction after the fact often is awkward and embarrassing.

Arrangement of Subject/Area Codes into Related Groups: Formerly, codes were submitted to the Machine Division in numerical order. The Group arranged related codes into subject groups (by area within subject), or area groups (by subject within area).

Example:

Soviet Support of Chinese Communist Army

<u>Old Methods</u>		<u>New Method</u>	
124.3	1L/C(N)	Group I	172.32 & dec. 1L/C(N)
124.33	1L/C		124.3 1L/C(N)
125.2	N(CL)	Group II	124.33 1L/C
172.32 & dec	1L/C(N)	Group III	125.2 & dec. N(CL)
124.3	= <u>Military Influence and Penetration</u>		
.33	= Foreign Troops in Country (as elements of influence)		
125.2	= <u>Military Missions</u>		
172.32 & dec.	= <u>Foreign Military Assistance</u> (troops, armaments, material, medical personnel and supplies)		

Under the old method, subjects on the tape were impossible to identify and out of order: for example, references to 172.32 (above) might occur with references 124.3 and/or 125.2. It was difficult for the requester to know exactly how the items pertained to his subject. Using the new method, the Machine Division arranged the cards or tape in the groups specified by us. In screening, we inserted at the heading of each subject group a brief descriptive title for each aspect of the request, as shown above. On occasion, the title was identical with ISC subject entry; in other instances, a title was devised.

Screening of Cards: Cards received from the Machine Division were examined by title for their relevance to the request and were divided into two categories: those definitely relevant and those of marginal interest. References were considered marginal when the titles were vague or general, or referred to another aspect of the subject. These marginal references

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were further screened to eliminate the clearly unrelated material. The selected marginal references were then included in the tape and so marked at the heading of the group. Approximately 90% of the runs were screened; those not screened were the so-called "canned" runs for which codes had been established and recurring runs made periodically over the past year or more. Some were not screened by the Group because the requester preferred to do so or to make his own grouping. In some instances very fine screening was accomplished. e.g., Out of 652 references to military installations at Satu Mare, Rumania, a requester was provided, through screening, with a single specific reference. One reference, on the subject of narcotics addiction in France, was to control rather than addiction and, hence, eliminated. The requester was notified of this omission and was satisfied.

Prior to this experiment he would have been given the reference despite its irrelevancy to his request, since the general practice in the past was not to separate or eliminate references on a tape. Highly technical subjects, scientific research, and broad subject requests, however, were found by the Group to be usually not amenable to library selection to the extent of eliminating references from a tape. Because time did not permit, the source documents were not reviewed to determine pertinence of reference. In one instance during the experiment, when a run produced sixteen references, seven were considered completely irrelevant because they did not provide the title of an organization for which we were searching, and were therefore eliminated. Prior to this experiment librarians generally screened cards only a) when searching for a specific report (machine run was a last resort in locating the report), b) when a request was for a specific commodity or item within a general class, and c), in the case of outside requests, to eliminate references to reports with certain security controls and to ascertain that no CIA Internal Use Only reports were included. Analytical-type screening, as introduced by the Group, was done only for high-level requests. We are of the opinion that analytical screening of cards substantially improves the tapes. Runs which always require screening are those in answer to requests for specific name, abstract subject, and qualified or interpretive subject.

Summary of Procedural Changes:

- a) Contacting original requester, as outlined above.
- b) Screening - introduction of "analytical screening" and elimination of irrelevant references.

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- c) Release of certain OO-B references to outside agencies requesting machine runs - (In accordance with a memo dated 1949, the Machine Division withheld references to certain OO-B reports; Liaison Division has since determined that these references are releasable on tape and that the release of documents can be determined by OO if and when they are ordered.)
- d) Grouping of subjects with short titles for each group in lieu of numerical code listing at head of tape.
- e) Handling of priorities in the Machine Division. The representative from this division arranged to have A and B priority requests processed in order of date received, rather than degree of difficulty.

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TTR/1 APPENDIX 2B-7

## Part II - Requests Processed

The 216 requests processed during the six-week experimental period have been divided into nine categories illustrating the varied nature of requests received. Runs for these requests produced the following number of references (prior to screening):

0-300	references - 141	1000-1500	references - 9
300-500	references - 26	1500-2000	references - 6
500-1000	references - 28	over-2000	references - 6

1. Specific Objective: A straightforward subject for which exact codes can be employed. These are frequently scientific topic or commodity searches. Little can be added by the Librarian to the effective search beyond a careful selection of subject codes.

Example:

- a. Nationalism in Brazil, which included national policy toward Nationalism; Communist and non-Communist party policy on Nationalism. Three exact codes were run; 40 cards were produced; 40 references put on the tape after screening. Requester (State Department) telephoned to express satisfaction.
- b. The Fourth International, all dates. One code used; 118 references obtained.
- c. Isotope separation, isotope separation plant design, vacuum technology (research and development). 12 codes, 4 with action slashes; 127 references obtained.
- d. Soviet/Satellite balance of payments, capital movements and payments for shipping. 11 codes used; 265 references obtained. Book tape, Intelligence Publications Index, and Bolshoi Encyclopedia Yearbook provided to supplement tape.

68 requests from the following CIA offices and government agencies:

ORR - 22	OTR - 9	State - 4
OSI - 9	OCR/SD - 1	Army - 12
SRS - 1	Commo - 1	Air - 1
DDP - 7		NSA - 1

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2. Area: Complete file of document citations on a given area.

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3. Abstract Subject: Analytical search requiring some subject knowledge or research.

Example:

- a. Waters of the Nile - Historical and International. 13 codes used, 4 areas. 349 references; 216 selected for tape after screening by Group.

6 requests:

ONE - 1	OTR - 3
ORR - 1	OIS - 1

4. Specific Name: (Organization, institution, port, city, specified commodity within a general class). These are coded into the system according to their nature or type; therefore, search for one by name requires screening all cards.

Examples:

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- d. 26th of July movement, Cuba, 1953 to present. 176 references; 93 references on tape after screening by librarian.

22 requests:

RR	- 4	State	- 2	NSA	- 1
DD/P	- 4	Army	- 5	CENIS	- 1
OIS	- 2	Navy	- 3		
OCR(BR)	- 1	Air	- 1		

5. Qualified or Interpretive Subject: One which requires selection of a code pattern containing fringe relationships to the subject desired. 41 runs. This is the most difficult type of request because it demands the greatest skill in code selection and generally produces a large volume of cards to be screened.

Example:

- a. Soviet language and area training for medical missions to under-developed areas. This request required the following coding:

122.12 Aid to underdeveloped areas  
 125.7 Cultural and educational missions  
 125.82 Scientific and technical missions  
 831.6 School curricula  
 856.014 International health agreements

Area for the above - USSR with no related areas

124.13  
 124.23 20 areas with USSR as related area  
 172.324

Total of 1075 cards on run; cards screened by both Composite Group and requester. 68 references finally selected by requester who has advised that 90% were pertinent to the subject.

- b. Outer space travel - Requester searching for specific aspects of space travel and a specific type of report ordinarily disseminated as an enclosure.  
 604 (Space travel and artificial satellites), Area USSR, was run. Requester taken directly to Machine Division files where he scanned 600 cards and selected 54 references, 2 of which were types of reports requester was interested in.

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42 runs:

OCI - 2	State - 4
FBID - 1	Army - 5
ORR - 5	Navy - 2
OSI - 12	Air - 2
FI - 9	

6. Subjects Unsuitable to Intellofax - no appropriate code in ISC to apply, or not currently incorporated in system, better accommodated by book search or open indexes etc., Biographic or Industrial Registers, various sources other than Library within Agency. 17 runs made - to determine feasibility and whether this type of request for intellofax should be refused in the future.

Examples:

- Transmission of electrical power without wires - no appropriate code. 263 cards, one card with direct reference but document proved to contain no information.
- Biographic information on leaders in Laos. Biographic Register contacted initially and produced names of 5 individuals. Run contained 3336 cards screened by Group (1 hour, 20 minutes) 51 good references given to requester.
- Narcotics addiction in France - This type of information not coded in intellofax. Code used was narcotics control; one card, not appropriate.
- Duties and responsibilities of Russian station masters. Group Librarian referred question to another Reference Librarian. One book reference with complete details. Run resulted in 70 cards, none of which contained desired information.

17 requests:

ORR - 5	State - 2	ICA - 1
OSI - 1	Army - 2	
FI - 1	Navy - 1	
OIS - 1	Air - 3	

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7. Specific Objective with unique Limitations Imposed or Involved  
Concealment of Real Objective.

Examples:

a.

b.

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9 requests:

ORR - 4            NSA - 2  
OSI - 2  
FI - 1

8. Multiplicity of Subjects and/or Codes

Examples:

- b. Government research, public health and scientific subjects - various countries. 91 subject codes for 4 areas - 9000 cards. This is a recurring run which requires 24 man-hours of searching in the Machine Division and creates a bottleneck in processing runs. Group contacted requester, who reduced subjects to 66, but this will not reduce the searching time perceptibly.

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TTR/1 APPENDIX 2B-12

25 requests:

FDD - 1	State - 1	Interior - 2
OSI - 4	Army - 9	USIA - 2
FI - 2	Navy - 2	
OIS - 1	Air - 1	

9. Rejected or Cancelled Requests.

- a. Scientific and technical journals published in Middle East. - Requester referred to another Reference Librarian to search open indexes. (FDD)
- b. 1955 ruble dollar ratio for cost of construction of Skorgy - class destroyer, for prices of machine tools, and for goods and services in USSR. Solved successfully by another reference service. (ORR)
- c. Trip report [redacted] with 6 specified breakdowns. We learned that requester's purpose was to obtain a copy [redacted]
- d. 5 requests for guided missiles by project name. (Army) Requester contacted for more information than given on request form; did not supply information and asked that requests be cancelled.
- e. Living underground
- f. Economy and sociology of Communist China

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10 requests:

FDD - 1	Air - 2
ORR - 1	Army - 6

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TTR/1 APPENDIX 2B-13

## Part III - Problems Requiring Policy Decisions

Operational problems have been dealt with in the course of the experiment by minor changes (Summary, Part I) in the processing of requests. There remain certain problems for which policy decisions are necessary. These problems, with a suggested solution for each, are outlined below:

1. Titles of Intellofax Cards. The Analysis Branch has been engaged for the past eighteen months in a title expansion program. We feel that a more concerted effort is necessary to facilitate selection of documents by title in screening cards. It was found that, on the average tape run, more than one half of the titles were inadequate, many of these were exceedingly poor and some were absurd.

A definite policy must be established and requirements must be outlined for the analysts as to the kind of titles which should always be expanded and the proper method of expansion. We feel that training in the preparation of abstracts would be beneficial to the Document Analysts, since many documents require abstracts in lieu of title expansions. In this connection, the titles of enclosures as currently given on the intellofax cards are considered helpful, and it is believed that an additional aid in this respect would be an indication of the language in which the enclosure is written. Typographical errors are numerous on the cards and some of them make the titles meaningless and sometimes ridiculous.

2. Nodex Cards. A search of source card files is occasionally made in place of an intellofax run when certain documents are to be located. Nodex cards bear no titles, and the documents must be examined in another part of the Library. If titles were typed on nodex cards, this search would be eliminated.
3. Voluminous Tapes. Tapes containing as many as 10,000 references have been provided in the past; however, the usefulness of such volume is highly questionable. Two possible solutions are suggested. Requesters may be required to screen the cards before tapes of more than 1000 references are prepared. (The majority of tapes result in 300 or fewer references), and requests certain to produce tapes of such volume should be refused unless they can be divided and timed to follow in sections at the convenience of Machine Division. During the Group experiment each requester whose request resulted in voluminous cards was notified before a tape was made. In some instances the requester made further date limitations, or deleted subjects. In one or two instances the requester was willing to receive as many as 9,000 references.

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TTR/1 APPENDIX 2B-14

4. Overlapping Request. Under the present procedure there are two methods of handling overlapping requests. 1) Low priority requests overlapping previously submitted requests in process by the Machine Division are held up until all overlapped cards have been returned to the file. 2) High priority overlapping requests are pulled from the earlier submitted ones, causing the low priority items to be held up, occasionally for several weeks. An excellent example of this is request #189, a continuing request from OSI. New areas are added periodically which require complete search of all files. This involves approximately 12,000 cards (and 24 man-hours of searching time). When run #189 was about two-thirds complete in the Machine Division, several priority Army requests overlapping it had to be pulled immediately, and the OSI request was necessarily delayed for about three weeks. In the future when requests overlap, a supplemental request containing the overlapping subjects and/or areas will be made by Machine Division, and the Reference Librarian will be notified. The remainder of the original will be pulled and processed to provide the requester with a portion of the run, and he should be notified that supplemental cards or tapes will follow as soon as possible. The exception to this will be "crash" requests. An alternative would be overtime work to dispose of overlapping requests, thus permitting priority runs to be made the following day.
5. Cards Retired from Machine Division Files. Cards dated earlier than 1 January 1953 are now retired to Records Center. All are available within 24 hours and on microfilm. Opinions differ as to the value of old material for standard intellofax service. Political information, particularly that referring to Communist parties, should be readily available; intelligence, security and police are also subjects of continuing interest. We feel that cards in these ISC codes currently retired should be returned to the Machine Division and that, henceforth, cards in the above-mentioned categories should not be retired. Over a six-month period, 15% of all intellofax runs were for Communism (114 Section) and 47% included this category as part of the run.
6. Cards on Microfilm. The microfilmed cards are legible when viewed, but not all prints from the 3-M viewer are acceptable. The requester does not like to view the microfilm copy. In our experience, when references prior to 1953 were requested the retired cards had to be returned from Records Center. Delivery from Records Center poses no problem because all cards are available within a minimum of 4 and a maximum of 24 hours. Therefore, we feel that the microfilming of retired intellofax cards could be discontinued with no loss of service to requesters.

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TTR/1 APPENDIX 2B-15

7. Outside Agency Requests.

- a. Security Limitations on Documents. Outside agency requests are machine-sorted to place controlled distribution references at the end of a tape or card sort (0/7/8/9 - Attachment #2). Each entry must be examined by Reference Librarians to determine whether it should appear on a tape going to a given agency. No productive service is performed in this operation, which may require hours of search in Source Card File, aperture cards or old microfilm reels to determine whether a document was distributed to that agency. A system of symbols could be devised to be typed following the security classification on each card, indicating whether it could go to all IAC agencies, selected IAC agencies, certain non-IAC agencies, or no non-IAC agencies. Old cards should be punched with appropriate symbols as they appear in runs.
- b. Security: Visitors from other agencies (State, Army, Navy, Air) are received in considerably greater numbers under specific arrangements now in operation. Still more visits for card screening to eliminate tapes containing several thousand references would be an advantage. Since it is required that visitors be accompanied at all times, the Librarian must stop work to remain with them; moreover the privacy of CIA requesters must also be protected. Only a physical separation of intellofax service to visitors can maintain full security. Since no additional space is available, a small enclosure should be provided for service to outside requesters.
- c. Officers with Special Clearance: Selected individuals from Army and Air Force are cleared to telephone or visit CIA Library to submit intellofax requests. They are also authorized to pick up finished tapes at Reference Branch. Two problems arise in connection with this arrangement: 1) members of their staffs who are doing the research are often referred to CIA Library, and 2) assistants are sometimes sent here to pick up tapes. A decision is needed to determine with whom Librarians should discuss intellofax problems, and to whom tapes may be given.
- d. Elapsed Time in Servicing Requests from Other Agencies: The elapsed time from receipt to dispatch cannot be materially reduced. There are, however, long delays between the date of the original request made by an individual to his agency control center (ACSI Document Library, Air-1B3) and his ultimate receipt of a tape. This period may extend to as much as a month or longer. Selected individuals in Army and Air Force now have direct access to CIA Library for intellofax requests, but this service cannot be extended generally.

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TTR/1 APPENDIX 2B-16

Most requests are received in written form, with Army, Navy and Air control numbers. We recommend that such requests, whenever security of subject permits, be telephoned from the agency control centers, with their control number, or transmitted through our Liaison Division by hand.

- e. Clarification of Requests: Requests received by mail are commonly lacking in clarity and details of subject and date coverage desired. Many are founded upon a misconception of the type of material available through intellofax. To improve the form of these requests, extensive briefing might be given by the Composite Group to personnel in agency control centers on the uses and limitations of the intellofax system.

#### 8. Branch Libraries.

Branch Libraries are administratively subordinate to the Circulation Branch; however, the librarians perform reference/intellofax services. The importance of contact with the requesters in analyzing their intellofax problems is clear. Since the explanation of the ISC and the interpretation of the request is often done in branch libraries, it is essential that personnel servicing requests be adequately trained in reference and analysis functions. Initial training and a program of retraining in Library Reference Branch and in Analysis Branch is recommended for all branch librarians.

#### 9. Delivery of Cards to and from Machine Division.

Under the present arrangement, the Reference Librarian picks up and returns all cards and tapes (on no fixed schedule). Machine Division calls him when runs are ready, and he returns cards to Machine Division for tapes as he picks up new cards and tapes. This arrangement has been satisfactory to the Reference Librarian; however, there has been some objection to having GS-11, 12, and 13's perform this service. The Group did not object, and feels that such service should be continued since there is an advantage in maintaining this personal contact with the Machine Division Control Section. The delivery of runs resulting in more than 1 box of cards (2000 cards) has been discussed with the Machine Division who, in the future, will deliver and pick up these cards.

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TTR/1 APPENDIX 2B-17

Part IV - Conclusions and Recommendations.

A criticism levelled against intellofax service in the past is the lack of a sustained standard of excellence. This, in turn, has resulted in the customer's loss of confidence in the system. The Composite Group has been able to centralize the service and standardize the production of tapes. It has made every effort to improve customer relationships and to restore confidence in intellofax. In the past, reference librarians engaged in fulfilling other types of requests could not devote full time and attention to intellofax because of the many and varied demands for reference service naturally placed upon them.

The Composite Group was set up with the assumption that the specific skills of each division are needed and should be utilized. We feel that the Group approach to the intellofax service promotes the most efficient use of the three functions which comprise the system--indexing input, reference service and machine retrieval. In working together each gains a knowledge of techniques and functions and develops an appreciation of the problems of the components involved. The Group approach fosters cooperation and improves communication among the divisions. We feel that all these elements are necessary to utilize the greatest potential of intellofax. The participation of the Reference Librarian has insured the best use of all reference tools and services in addition to or in lieu of intellofax; the Document Division and Machine Division representatives have guaranteed optimum coding and machine searching of each request. By unifying the indexing of documents, reference service, and machine techniques, the intellofax tapes made under this arrangement reflect the maximum efforts of the three divisions. The results are, in effect, a standard production which makes use of all facilities.

It is recommended that, within Reference Branch, a selected unit composed of three Reference Librarians permanently assigned and one senior member (Section Chief, or Senior Analyst) from Analysis Branch detailed on a rotation basis process all intellofax requests. If the present standard of results and high level of competence are to be maintained, the Reference Librarians must be permanently assigned to this intellofax servicing unit. Because the Analysis Branch member must have a complete and current knowledge of his own operations, his services are best used on a rotation basis. We feel that it is so important that the Analysis representative be up-to-date on all coding procedures and subjects of current reporting and requirements that he can best serve as a member of this unit for no more than one month at a time. In addition, the knowledge he gains of retrieval problems can be of great value in coding, title expansion, preparation of abstracts and evaluation of indexing. Within the unit the senior Librarian would exercise direction over procedures, and make decisions on the feasibility of an intellofax tape and alternative or supplemental reference services. The latter service would be performed by other reference staff members.

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## TTR/1 APPENDIX 2B-18

The Analysis Branch member would share in all discussions with the requesters and participate in processing a request to completion. Final decisions involving code selection and arrangement of subject groups would be made by this member. In addition to the above members, a designated Machine Division representative, to be available on call for consultation, is recommended.

To utilize the experience gained in this experiment, to maintain continuity of policy and procedures and to develop specialization which is needed to promote intellofax service, we recommend that the present Composite Group be retained -- the Library representative to direct procedures for all intellofax requests, the Analysis Branch representative to indoctrinate all Analysis Branch personnel serving on detail, and the Machine Division representative to continue to deal with machine problems.

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## ATTACHMENT #1 TO APPENDIX #2B

B. Machine runs (Intellofax service)

## 1. CIA Requests

- a. Prepare an "Index Search Record" for each intellofax request (See Attachment A). Indicate:

## 1) Requester's office

Ascertain your requester's office; if he is from RR, SI, or CR, it is also necessary to ask for his division. Consult the classified section of the CIA Telephone Directory for the proper office designations in order to be certain that the one you are using fits into the scheme used for logging requests in the Machine Division and for our own daily report of completed machine searches.

## 2) Subject codes

Elicit from the requester a precise statement as to the subject coverage desired. If he presents you with a list of numbers which he has personally selected from the Intelligence Subject Code, (ISC), also obtain from him a descriptive statement of the specific information desired. Make sure that he has included appropriate decimals and slashes.

Indicate the subject codes you want searched in numerical order. Check the ISC for the subject codes most appropriate for providing document references. In case of doubt, first discuss your coding problem with the senior librarian in the general reference unit [redacted]. If she cannot resolve your difficulty, refer it to the Assistant Chief, Analysis and Catalog Branch [redacted].

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## 3) Area codes

Determine the areas wanted by the requester. If he says Western Europe, Far East, Southeast Asia, Latin America, Middle East or Near East, ask him to name the individual countries to be included. If he specifies Satellites, does he want Eastern and Western? If the request is for information concerning the USSR and/or Satellites, use the following bloc designation:

Bloc A - USSR and all Satellites; Bloc B - USSR only; Bloc C - just European Satellites; Bloc D - Far Eastern Satellites only. Since the Machine Division has a list of the

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## TTR/1 APPENDIX 2B ATTACHMENT I-2

individual area codes to be run for each bloc, this eliminates reading long lists of area codes over the telephone.

List the area codes and any breakdowns thereof in proper sequence.

- 4) Security classification  
Have the requester designate the security classification of the references he wants to see.

See also REQUESTS FROM OUTSIDE AGENCIES (2 b below)

- 5) Sources of information
- 6) Dates of publication
- 7) Locator numbers, if any
- 8) Urgency of request  
Always find out the analyst's degree of need and give him a reasonable estimate of how long it will take the Machine Division to service his request. "Crash" - immediate handling; "A" - as soon as possible; "B" - routine.
- 9) Cards or tape  
Ask the requester if he wants to use IBM cards or to have an intellofax tape prepared for him. Cards must be screened in the Reading Room, whereas a tape is given to the requester on a retain or destroy basis. Cards are preferable if there are a large number (500 or more) of references involved, because the requester can discard citations of limited interest before a tape is prepared. Moreover, you can obtain cards more quickly from Machine Division.

If the analyst desires a tape, ask him if he needs one or two copies of the tape, and have him specify the order in which he wishes the references to appear.

- 10) Date and time request is telephoned to Machine Division.
- b. Telephone instructions to Machine Division . At this time, the Machine Division will provide you with a control number which must be recorded in the "Request No." block of your "Index Search Record" sheet.
  - c. File the "Index Search Record" sheet in a folder labeled "Machine

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TTR/1 APPENDIX 2B ATTACHMENT 1-3

Runs" which is kept in 1425 M.

- d. When you receive a completed request from the Machine Division, fill in the following on your original "Index Search Record":

- 1) The date and time you received the completed request
- 2) The number of references furnished.

In those instances where you feel that the number of references supplied is insufficient, explore the feasibility of making a re-run, using a slightly different subject or area approach.

- e. Scan the tape to make certain that all the entries are legible and that the security restrictions have been observed. Stamp the correct security classification at the beginning and end of each tape.

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Any tape bearing a header card describing OCR facilities and services must have a classification of at least CONFIDENTIAL. Retain or destroy should also be stamped on each tape.

- f. Have the requester sign a receipt (Form no. 38.16) when he receives his tape. Prepare duplicate receipts for tapes requested by CIA analysts (see Attachment B for the correct way to fill out a receipt). Have your requester sign the original copy of the receipt when he picks up his tape, and file it in chronological order by run number in the Machine Run Receipt Box in Room 1426 M. The carbon copy is for the requester's retention.

See also REQUESTS FROM OUTSIDE AGENCIES (2 c below).

## 2. Requests from outside agencies.

Follow procedures in 1 a. -f. above, with the following additions.

- a. Log written requests from outside agencies immediately upon receipt in the Collection Directives Folder filed in 1425 M. Enter the following pertinent data:

- 1) Name of requesting agency
- 2) Request number
- 3) Brief statement of subject and area
- 4) Your name
- 5) Due date
- 6) Date you send out the completed request

- b. Security classification

Be extremely careful of security classification on intellofax requests from outside agencies. Eliminate CIA INTERNAL USE ONLY (J, K, L, M, N)

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## TTR/1 APPENDIX 2B ATTACHMENT 1-4

from all outside requests. Segregate references bearing a distribution warning ( /8 and/or /9) and screen them carefully to be certain that an outside agency is entitled to see them.

- 1) Defense Agencies (Army, Navy, Air Force) as a general rule, can receive intellofax tapes, in duplicate, through TOP SECRET
- 2) Department of State may receive references through SECRET only
- 3) Non-IAC Agencies working on portions of National Intelligence Surveys

- a) Receive references through SECRET only

- b) Do not receive
    - ONE reports (locator 02-0700)
    - OCI material (locator 02-0800)

[REDACTED]

Distribution warning material ( /8 and /9)  
except FDD translations (locator 02-0620)

25X1

- 4) Research organizations under contract to the Defense Agencies (Same as 2 b 3) above

25X1

- a) have TOP SECRET and CIA INTERNAL USE ONLY items put on separate tape

- b) have their tapes transmitted through [REDACTED] who assumes responsibility for determining those items [REDACTED] representative can have access.

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25X1

NOTE: In situations not covered by the above instructions, check with the appropriate branch in OCR/Liaison Division.

## c. Receipts for tapes

- 1) Prepare three copies of the receipt -- one to be signed by the individual charged with transmitting the tape, the second copy to be signed by the requester, and the third copy for the requester's retention.
- 2) Pull the copy signed by the transmittal officer from the Receipt Box as soon as the copy signed by the original

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## TTR/1 APPENDIX 2B ATTACHMENT 1-5

requester is returned and filed.

d. Transmittal of tapes

1) Military services

Give tapes to the Classified Interlibrary Loan Librarian (1050 M) for transmittal.

2) Other agencies

Give tapes to appropriate OCR/Liaison Division officer for delivery.

3. Continuing intellofax listings

Bring to the attention of the Chief, Information Section, requests for continuing intellofax listings. That individual will formalize the request by drafting a memorandum to the Chief, Machine Division, OCR. Continuing listings already in effect are noted on cards filed in the Reference Reminder Box, which is kept in 1425 M.

4. Book tapes

It is possible to have a book tape prepared from either the subject or area section of the Main Catalog located in the Bibliography Room (1414 M). Pull the desired entries, weed duplicates, alphabetize the cards, and send them to the Machine Division for scanning. If there are no classified books or no material higher than CONFIDENTIAL, be sure to indicate that you want the entries to be scanned on unclassified paper. You are responsible for stamping the correct classification on a book tape before you release it to your requester. Normally, a tape which has no classified entries on it, is stamped FOR OFFICIAL USE ONLY.

5. Basic intelligence tapes

A tape of basic intelligence studies can similarly be prepared from the Basic Intelligence Catalog in the Bibliography Room (1414 M).

S-E-C-R-E-T

INDEX SEARCH RECORD				Attachment A	
DATE RECEIVED <b>1 January 1956</b>		TIME: <b>0945</b>		DATE RELEASED	
TYPE OF DELIVERY 1. HAND CARRIED BY <input type="checkbox"/>		2. MAILED <input type="checkbox"/>		Request No.	
SOURCE OF REQUEST <b>Interior</b>		REQUESTER <b>Smith</b>			
DESCRIPTION OF INFORMATION <b>Petroleum-all phases. Venezuela.</b>					
INDEX 1. INTELCOM <input checked="" type="checkbox"/> 3. FILM <input type="checkbox"/> 5. PERSONALITY PHOTO <input type="checkbox"/> 7. BOOK <input type="checkbox"/> 2. SPOT PHOTO <input type="checkbox"/> 4. I.T.R. <input type="checkbox"/> 6. BIOGRAPHIC REG. <input type="checkbox"/> 8. LIBRARY <input type="checkbox"/>					
SUBJECT		AREA		SEARCH	
614.21		81 and breakdowns		1. ALL <input type="checkbox"/> 2. SPECIFIC <input type="checkbox"/>	
614.23				SECURITY CLASS.	
622.52				SOURCE OF INFORMATION	
664.4				ONLY <input type="checkbox"/> U <input type="checkbox"/> S <input type="checkbox"/> C <input type="checkbox"/> S <input checked="" type="checkbox"/> TS <input type="checkbox"/>	
668.534				All except 02-0700, 02-0800, 18 breaks	
735.5 through				PUBLICATION DATES	
735.69 with and				FROM <b>1 January 1952</b>	
without alarms				TO <b>31 December 1955</b>	
SPECIAL INSTRUCTIONS TO OPERATOR					
Eliminate J, K, L, M, N, and /8 and /9 except in 02-0620					
DATE REQUIREMENT					
PRIORITY <b>B</b> NO. OF TAPES <b>1</b>					
MACHINE DIVISION OPERATIONS CONTROL					
MACHINE ROOM SEARCH		PREPARATION FOR RELEASE		INITIALS	
Elapsed Time		Total Cards Provided		VOLUME	
Clerical		No. Duplicates Selected		CLAPSE TIME	
Machine		Total References Furnished			
Completed By		No. References Scanned			
Date		No. Tapes Edited			
Time					
FORM NO. 149 REPLACES FORM 60-119 1 AUG 54 WHICH MAY BE USED					
SECRET					

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C-O-N-F-I-D-E-N-T-I-A-L

1 April 1955  
(reissued 1 May 1956)

TTR/1 APPENDIX 2B ATTACHMENT 2

Revised Security Classification Codes

1. Records kept by Analysts on use of /9 between 13 Feb-18 March revealed that 85% of CI. reports had multiple security controls which required /9 code.
2. To rectify the above, the /9 category is to be split by (a) assigning new /0 and /7 to NSC Agencies Only and Intelligence Components Only respectively, (b) including any exception to NOFORN in A, B, C, F, and (c) typing certain controls on mats but not coding them. This in effect leaves very few of the former controls in /9.
3. Attached is a revised Security Classification Code Guide dated 1 April 1955 which supersedes revision dated 13 Feb. 1955.
4. Formerly controls such as /9 were permitted in combination with security classification 1-5 only. Effective this date security controls /0, /7, /8, and /9 may be combined with 1-3, A-F, and J-N.

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5. In some cases of multiple control more than one slash may be used to indicate such controls.

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6. You will note in paragraph 4 above that controls may be combined with 1-3 and that 4 and 5 are excluded. There is one exception: State Dept. Limited Official Use will be coded 4/9. In other cases where you find it necessary to use a control with either 4 or 5

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## APPENDIX # 3

## INTELLOFAX RUNS MADE BY ORR FOR THE TASK TEAM

When the Consultants evaluated the intellofax system, they examined the coding of documents at the input stage and the coding of runs at the output stage separately. Their subsequent evaluations were based on the fact that reference librarians did not code the same run in the same way and document analysts did not code the same document in the same way. This task team felt that it should employ better methods of study since it is impossible to predict from a perusal of coding alone just what effect the variations in coding will have in the final results of machine runs. For example, two document analysts might code the same documents differently, as they did for the consultants. Analyst "A" might use three codes, and analyst "B" four codes; however, both analysts may have used three identical codes, the fourth code having possibly been added by analyst "B" for insurance purposes and perhaps exerting no real effect upon the ability of the intellofax system to retrieve the documents.

The task team decided to investigate the intellofax system from the other end- that is, to try to learn how many errors occur in the handling of test runs; and then to examine the coding to find the reason for these errors.

Five different subjects were chosen for the test runs through a selection based upon the fact that:

- (1) They were subjects normally handled by intellofax.
- (2) There were excellent files on these subjects in ORR; therefore, the task team would know in advance approximately what the results of the runs should be.

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The intellofax runs on each of these subjects were requested by research analysts in ORR responsible for the subjects. The analysts discussed the problems with the Composite Group in the Reference Branch of the Library. The results of the runs were then compared with ORR files for the following information:

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TTR/1 APPENDIX 3-2

- I The number of documents recovered by the intellofax system which pertained to the subject desired.
    - A. The number of documents on the run containing valuable information.
    - B. The number of documents on the run containing information of only nominal value.
    - C. The number of documents on the run containing information on the correct subject but of no value.
  - II. The number of documents on the run not on the subject desired.
  - III. The number of valuable documents in the analyst's files which should have been recovered by intellofax but were not.
  - IV. The number of valuable documents in the analyst's files which were not recovered by intellofax because they are not coded by intellofax - for example FBIS Daily Reports.
  - V. The number of instances where the subject of the run was also the principal subject of the document.
- The results of the examinations of these runs are shown on the following charts.

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2.

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3. In general there seems to be little difference in the title descriptions of documents over the period of time considered here. Some of the 1954 documents were well coded, and bore descriptive titles, others were not. Some of the 1957 documents have titles which are useful, others could stand considerable revision.

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TTR/1 appendix 3-8

Results of Intellofax Run on  
Production of Russian Mainline  
Locomotives July 1951 to Date

Total number of documents examined		300	
I. Number of documents recovered by the Intellofax run which were on the subject desired.		158	
A. Number of documents containing valuable information			
B. Number of documents containing information of only nominal value		---	
C. Number of documents which were on correct subject but which were of no value		30	
	TOTAL		191
II. Number of documents brought out by the Intellofax Run which were not on the subject desired		---	
III. Number of documents which were in the analyst's files which should have come out on the run because they were on the correct subject and were the type of documents normally handled by Intellofax.		---	
IV. Number of documents in analyst's file which were on the subject desired but which did not appear on the run because they are documents not normally intellofaxed.			82
FBIS		37	
FDD		22	
[REDACTED]		15	
Current Digest of the Soviet Press		2	25X1
BBC Summary of World Broadcasts		3	
Marking Center Briefs		2	
Polish Press Summary		1	
V. Number of documents in which the subject of the run was also the principal subject of the document.			130
VI. Number of documents in which the subject of the run was not the principal subject of the document.			61

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S-E-C-R-E-T

TTR/1 Appendix 3-9

Results of Intellofax Run on Chinese Mainline Locomotive Production, 1949 to Date

Total number of documents examined	85
I. Number of documents recovered by the Intellofax run which were on the subject desired.	
A. Number of documents containing valuable information	53
B. Number of documents containing information of only nominal value.	
C. Number of documents which were on correct subject but which were of no value.	2
TOTAL	57
II. Number of documents brought out by the Intellofax Run which were not on the subject desired.	28
III. Number of documents which were in the analyst's files which should have come out on the run because they were on the correct subject and were the type of documents normally handled by Intellofax.	—
IV. Number of documents in analyst's file which were on the subject desired but which did not appear on the run because they are documents not normally intellofaxed.	—
V. Number of documents in which the subject of the run was also the principal subject of the document.	28
VI. Number of documents in which the subject of the run was not the principal subject of the document.	29

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TTR/1 Appendix 3-10

ORR Comments

1. There is no simple way of locating the documents listed on the intellofax run. This makes it difficult, on long runs, to check off the documents against the listing itself to make sure that all documents have been received.
2. No page numbers are given for FDD Summaries, etc. For example (Item #163) CIA FDD Summary #936, 23 May 1956 was listed with no page reference. This document was composed of 140 pages. It had 24 pages on railroads of which 22 had to be scanned before the first (and only) item on locomotive production was found.
3. The FBIS documents often actually contain no more information than is given on the Intellofax run (Item #170, 171, etc).
4. Air Intelligence Info Reports which consisted of approximately 166 of the 430 items listed practically always contained information of the type requested. This was probably due to the fact that most of the reports dealt with single subjects and were short (about 1-3 pages).

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## ANNEX #1 TO APPENDIX #3

## CONSUMER ANALYSIS OF INTELLOFAX RUNS MADE FOR THE TASK TEAM

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The five ORR test runs were made for the Task Team by four ORR analysts: [redacted] who directed the investigation and also served as a member of the Task Team. In Appendix #3 the results of the study were compiled by the Task Team, which made no attempt to interpret the findings. The following report, prepared [redacted] on behalf of the group, includes a more detailed summary of the findings as well as an interpretation of the results and thus presents a judgment of the effectiveness of the Intellofax system from the consumers' viewpoint.

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1. Introduction: purpose of the project

This research project was designed to test the effectiveness of the Intellofax system as a method of document retrieval and to identify its strengths and weaknesses. Specifically, the project was to determine:

- a. the degree of pertinency and relative value of documents retrieved on specific tape runs;
- b. the number and type of documents which were not retrieved by these runs but should have been;
- c. the volume and type of material pertinent to the subject of the runs which is not now Intellofaxed;
- d. the consistency of identical runs made at different times.

2. Procedure

Five subjects, corresponding to common types of ORR reports, were selected for testing the system. Two factors governed their selection. The analysts who were to carry out the research were to be experienced and thoroughly conversant with their subjects, and their files were to be well-organized, comprehensive, and to have been maintained continuously for several years. In addition, an attempt was made to sample all major areas of the Sino-Soviet Bloc (USSR, China, Czechoslovakia), to vary the time-span of the test runs (from the past two to the past eight years), and to include both very specific and rather general topics. A description of the subjects and a listing of the analysts who performed the research is given in Attachment A.

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TTR/1 - APPENDIX 3  
ANNEX #1-2

The testing was conducted in the following manner. Each topic was carefully discussed with the Composite Group in the Reference Branch of the library, coded, and two copies of the resulting tape run obtained. The cards were not screened. All documents appearing on the runs were ordered.

In order to establish the degree of pertinency of the documents which were then obtained, a series of categories was established into which the documents were divided. It was assumed that the analyst was screening and analyzing documents preparatory to writing a report on the subject of the run (see Attachment A). In the screening stage, the documents were divided into two general groups: those pertinent to the subject of the run (i.e. those which had been correctly coded) and those which were completely extraneous to the subject of the run (i.e. incorrectly coded or appearing on the run by accident).

To determine the relative value of the pertinent documents to the hypothetical reports, they were further divided into three groups:

- a. those which contained data of such value that they would definitely be used in the actual writing of such a report;
- b. those which contain less important data useful primarily as background information;
- c. those which contained information of such unimportant or fragmentary nature that they were of not significant value (although still properly coded and belonging on the run).

The analysts were well aware of the subjective nature of determining the value of particular documents. This was mitigated as much as possible by exchanging views on how to apply the criteria. Because there was undoubtedly variation in the application of the criteria, the data in the attached tables should be considered as illustrative or suggestive rather than as definitive.

In order to establish the number and type of documents which should have appeared on the Intellofax runs but failed to do so, all documents in the analysts' files were checked against the documents appearing on the test runs and documents of types normally Intellofaxed but which did not appear on the runs were identified and listed. (These lists were turned over to the Chairman of Task Team One for analysis by another member of the Team). After listing, the documents were evaluated and divided into two groups: those which would be used directly in a report on the subject of the run, and those which would be useful primarily as background information.

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TTR/1 - APPENDIX 3  
ANNEX #1-3

To identify the volume of material pertinent to the subject of each run of types which are not now being Intellofaxed, all other useful material in the analyst's file was divided into two groups: one, material directly useful to a report; two, material useful primarily as background information.

Finally, in order to test the consistency of runs made at different times, three of the original runs (numbers 1-3 in Attachment A) were run a second time, using the same Intelligence Subject Codes and cut-off dates.

### 3. Results.

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TTR/1 - APPENDIX 3  
ANNEX #1-4

A second conclusion which may be drawn from the test runs is that the coding of documents during the past few years is much improved over the period before 1954. An examination of the documents drawn on runs 3 and 4 shows a much lower degree of pertinency for documents coded during 1949-53 than for those coded later. The pertinency of runs 3 and 4 was also less than that of runs 1 and 2 because mainline locomotives are less identifiable from a coding point of view than are trucks or passenger cars and some documents containing information on locomotives other than mainline (industrial or mining types) inevitably are coded under the mainline category. A third factor which reduced the degree of pertinency of runs 3 and 4 is the fact that until 1951, the I. S. C. did not differentiate between mainline and other types.

Related to pertinency is the problem of single-subject versus multiple-subject documents. Periodically the suggestion is made that documents be coded so that those with fragmentary information on a given subject could be eliminated from a run. Although an evaluation of this suggestion was not made a part of this research project, the test runs showed that some aspect of the subject of the run was the principal subject of two-thirds of the pertinent documents which were retrieved (Attachment C). Again a contrast was apparent between the more specific and the more general runs. Among the former (test runs 1-4), the percentage of documents in which some aspect of the subject of the run was the principal subject of the document ranged from 50 to 86%. In test run 5, only 16% of the pertinent documents fell in this category.

So far as the relative value of the pertinent documents goes, a surprisingly small percentage was considered to be of little value on test runs 1-4. As Attachment B shows, 6 out of 7 documents retrieved on these runs provided either useful background information or information of direct value to a report on the subject of the runs. Although test run 5 illustrated the greater difficulty of procuring useful information on a more general topic, even here more than half of the pertinent documents contained useful information.

b. and c. Pertinent documents which were not retrieved or retrievable by the Intellofax system.

The chief conclusion to be drawn from a comparison of the pertinent material in I/TH files with the pertinent material retrieved by h of the test runs is that the Intellofax system is doing a very satisfactory job of retrieving documents which are placed in the system. As Attachment D shows, the files in I/TH contained 125

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TTR/1 - APPENDIX 3  
ANNEX #1-5

documents which apparently should have been retrieved by the system but were not so retrieved (excluding test run 4 for which this information was not available). These amounted to approximately 18 percent of the pertinent and useful documents on these subjects (test runs plus additional documents in I/TH).

However, about 40 percent of pertinent documents in I/TH files on the subjects of the four test runs were of types which are not now being Intellofaxed, and of these, three out of five contained information which would be used directly in a report. Data on pertinent documents in I/TH files of types which are not Intellofaxed are summarized in Attachment D; the documents are broken down by type in Attachment E. As the latter shows, FDD and FBIS publications comprised more than three out of five useful documents of types not being Intellofaxed.

d. Consistency of runs.

Test runs 1-3 were re-run with the same code patterns 4 to 8 weeks after the original runs. In the case of run 3 the terms of reference were slightly different, due to an error, and therefore a different number of documents appeared on each run. In the case of runs 1 and 2 both versions were identical with the exception of documents added after the original cut-off date.

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Attachment A. List of research analysts and description of topics.

<div data-bbox="428 443 738 499" data-label="Text"></div> <div data-bbox="423 554 761 625" data-label="Text"></div> <div data-bbox="418 915 672 982" data-label="Text"></div>
---

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Description of topics.

Topics 1 through 4 were selected as typical examples of very specific topics dealing with readily identifiable objects.

<div data-bbox="954 1108 1344 1165" data-label="Text"></div>
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Topic 5, a much more general subject composed of less easily identifiable and less specific elements, was selected for purposes of contrast.

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## APPENDIX #4

The OSI Study on Document Coding

In 1956 Dr. Malcolm Pratt of OSI conducted a study of the intelligence documents received in one division of OSI (see attachment #1). He had the subject interests of FSA/OSI reduced to code numbers in the ISC. These codes, representing the requirements of OSI, were compared with the codes assigned to the documents by the Analysis Branch, Document Division, OCR. The conclusion of his study was that 40% of the documents reviewed (which were pertinent to OSI needs) could not be recovered by means of an intellofax run because the proper code numbers had not been assigned to the documents.

During the two years since this study was made some individuals have accepted it as proof of the unreliability of the intellofax system while others have questioned the reliability of the study itself. However, until this time no one has ever examined it to determine the validity of its conclusions.

Fortunately, Dr. Pratt had kept the material used in his study. The task team was able to examine the codes used (which OSI had described as equivalent to their reading requirements) and were also able to scan the documents which OSI claimed to have been coded incorrectly.

To evaluate the study the task team took a sampling of 43 documents from the group that OSI maintained were essential to their operations<sup>1</sup> but had been coded incorrectly. The coding on these documents was then evaluated by the Analysis Branch, Document Division and by members of the task team to determine whether it was correct. A detailed breakdown of the number and kinds of errors found is included in Appendix #5, below.

The conclusion of our examination was that the number of documents coded incorrectly in the Document Division was about half of that estimated by Dr. Pratt. He stated that 31% of the documents essential to OSI were coded incorrectly,<sup>2</sup> while our sampling produced a figure closer to 15%. There are several reasons for the variation in our findings.

---

<sup>1</sup> None of the documents regarded by OSI as marginal to their interests were examined.

<sup>2</sup> The figure of 31% does not include the items of marginal interest to OSI. The 40% error mentioned in Dr. Pratt's report includes these marginal items.

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TTR/1 APPENDIX 4-2

First, the codes submitted by the OSI branches as representing their dissemination requirements were incomplete. One example, one important code for nuclear research was missing from the list submitted by OSI. A large group of documents which had not been assigned the codes specified by OSI could have been recovered by an intellofax run made by a person who understood the use of all of the codes in the book.

Second, several of the documents did contain the proper codes but the clerk in OSI who conducted the experiment had failed to notice them.

Therefore, whereas Dr. Pratt was correct in assuming that errors occur in the coding of documents for the intellofax system, the total percentage of error shown by his study is not as great as his report indicates. For a more detailed discussion of the errors and for suggestions as to what can be done to reduce the margin of error, see Appendix #5, below.

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## ATTACHMENT #1 TO APPENDIX #1

13 November 1957

1. The attached Figures 1-3 relate graphically types of CIA and Air Force intelligence reports with analyst interest as these were routed by OCR to the Physics and Mathematics Branch and the Chemistry Branch/FSD/OSI during a three-week period in the spring of 1956.

2. The study was undertaken to determine whether more effective dissemination might be achieved on the basis of code assignments under the Intelligence Subject Code (ISC) in place of the subject reading guides then in use. The conclusion was emphatically "no;" more serious, however, was the finding that of the reports judged by the analyst to contain information of which he must be aware, some forty percent would not be retrievable through the coding and machine control as then maintained by OCR.

3. The test was conducted by asking each Branch to designate all of the codes in the ISC which covered the analytical function of the Branch. As the mail was received, the FSD screening clerk, who worked in close association with the analysts, separated the reports into two piles; one which she thought the analysts would wish to receive, and one which she didn't. The second pile would normally not have been sent to the Branch, but for the test period it was. A second clerk attached to each report a 5 x 8 card of different colors depending upon whether the report carried one of more of the copies specified by the Branch and whether it would or would not normally be routed to the Branch. The analyst was asked to detach this card and check one of the four statements thereon, which were in effect the four conditions shown in the legend on each Figure. These cards were returned to a central point for the analysis which forms the basis of these charts.

4. The test was confined to CIA and Air Force reports because only these were coded before dissemination by the OCR reading panel.

5. The Fundamental Science Division (FSD) was then known as the Fundamental Science Area (FSA).

6. Literally, the notation under columns 3 and 4 should read "not normally routed to the Branch."

7. The forty percent figure, mentioned earlier, of reports containing essential information and yet not later retrievable

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TTR/1 APPENDIX 4 ATTACHMENT 1-2

by machine searching is the ratio of the area in red to the larger one outlined in red.

Malcolm Pratt  
IPS/SI

~~S-E-C-R-E-T~~

S-E-C-R-E-T

## APPENDIX #5

Analysis of Actual and Alleged Errors in System - Study of Pratt and ORR Projects.

The charge in the Consultants' report that the system is unreliable is meaningless; it merely implies that the system is imperfect without giving any degree of imperfection.

Two questions must be answered:

1. What is the margin of error in the system - 5% - 10% - 50%?
2. If the margin of error is greater than can be tolerated by the users, can it be reduced by a) changes in the system itself, and b) new controls and checks imposed on the system?

To answer these questions the Task Team used three methods of investigation:

1. It made test machine runs on subjects where the results of the runs were already known and could be checked against ORR researchers' files.
2. It reviewed a study made by Dr. Pratt of OSI several years ago in which he claimed that the coding of documents is very unreliable.
3. It interviewed analysts from various Agency offices who had participated in the questionnaire to learn how effective the system is for their particular needs.

What is the present margin of error?

An examination of a sample group of documents from Dr. Pratt's study indicated that about 15% of the documents were attributable to system errors. In one test run (ORR run #231), the margin of error was also 15%.

In 1956 Dr. Pratt conducted a study to determine whether it would be possible to route documents in OSI according to the codes assigned to the documents by OCR. Because he found the codes unsuitable for dissemination purposes, he concluded that a large percentage of the coding was incorrect. A more complete review of the Pratt study is contained in Appendix 4 of this report.

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TTR/1 APPENDIX 5-2

## OSI (Pratt) Study - Errors

System Errors = 21

<u>Coder did not understand document</u>	= 2
<u>Coder missed an important concept</u>	= 3
<u>Coder used general codes rather than specific; there- fore missed specific institutes (carelessness, laziness, misunderstanding on extent of coding expected)</u>	= 3
<u>Confusion between research, development and pro- duction (600 vs 700 Section of ISC)</u>	= 7
<u>Coder omitted appropriate codes</u>	= 6
Total	= 21

Non-System Errors = 22

<u>Content of documents did not warrant use of numbers listed by OSI</u>	= 18
<u>Open publication - not coded in system</u>	= 1
<u>Missed by OSI clerk</u>	= 3
Total	= 22

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Errors in Machine Run

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System Errors = 33 (14.5% of total run)

<u>Coder did not understand document</u>	= 2
<u>Coder did not include code for trucks (codes used are on documents) - laziness, carelessness, lack of understanding.</u>	= 11
<u>Coder's failure to code item, or machine error (no way of determining)</u>	= 19
<u>Machine error (correct code on code sheet)</u>	= 1
Total	= 33

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Non-System Errors 32

No prefix action code applicable	= 5
No specific mention of trucks, <u>per se</u> , in document	= 7
Document discussed estimated production, which was not requested in run (correctly coded 8-11/)	= 2
Documents covered other aspects:	
Military use of trucks	= 2
Research and development (correctly coded 662.113). Composite Group may have been at fault by not inquiring whether prototypes were to be included. Researcher obviously expected these, as he filed them under specifications, 2-5/	= 11
Duplicates listed by researchers	= 2
Documents not included in system (Joint Weekas, Cables)	= 3
Total	<u>= 32</u>

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How to correct the error outlined above - The terms and the area of coverage of each code must be carefully and clearly defined so that

\* Another large area of confusion in semantics between research analysts and document analysts (coders) is the definition of "exports". Some ORR analysts expect to find offers to sell a product with completed transactions, whereas the Document Division coders have the two concepts under separate codes.

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TTR/1 APPENDIX 5-4

the research analysts (users) will know what to expect from the codes, and the document analysts (coders) will know exactly how to use the codes. The Librarian must continue (and this will be improved by participation of a DD senior analyst in the Composite Group) to advise the researcher of the meaning of terms.

This task force or any other could never reveal all of the examples of errors (or what researchers consider to be errors) in the system arising from semantic differences. The best way to uncover this "unreliability" is to have the Composite Group make frequent follow-ups on the results of machine runs. When the Group discovers that an analyst did not obtain certain documents he felt he should have received, OCR/DD should either make a decision to code this category of material under the particular code desired, or put an indication in the subject authority file (which should be established) that this type of material is covered by another code. The decisions so made, as well as those which already have been made, must be enforced by constant review of the work of the document analysts by the senior coders.

A much smaller group of coding errors (about 8% found by the Task Force) were caused by the fact that the document analyst who coded them evidently did not understand the subject discussed in the document. The proposed plan to break up the Analysis Branch by subject will help eliminate this type of error because each analyst will have a smaller number of subjects to handle and can develop some specialized knowledge in these subjects. Again, review by a senior document analyst who is highly specialized in a specific field will increase the reliability of the coding.

Of the total number of errors in coding, one third were attributable to prior careless or inadequate coding. One example of this was a document describing several scientific research institutes. The document was coded under one general number for research institutes, instead of under the specific codes for each institute. Review by the senior coders seems to be the only solution to this problem.

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questions are put to the intellofax system. In the example cited above, it is just as likely that the agency will need to know what equipment is contained in that particular institute as it is likely to need to know how many [redacted]

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[redacted] The present system of placing the senior coders in the Reference Branch on rotation assignments should help to bring the needs of the research analysts and their methods of conducting research to the attention of the Analysis Branch, OCR/DD. Dividing the Analysis Branch by subject should help also, because it will bring the coders in contact with their counterparts who are coding research on the same subjects elsewhere.

The errors in the system thus far discussed have been, for the most part, those stemming from the original coding of the documents, although mention has been made of the difficulties which arise when the system does not understand just what the analyst expects from his intellofax run. However, in the course of interviewing analysts from various parts of the agency the Task Team uncovered a machine run in which the coding of the request for recovery of documents was inadequate. It is impossible to tell now just how many of the errors in the system are caused by inadequate coding in the recovery process.

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[redacted] who made a daily review of the coding done in the Reference Branch after the runs were made, estimated that there was a 5% error on the part of the Librarians due to miscoding, omission of coding, overcoding and misuse of area and action codes. The member of the Task Team who participated in the Composite Group experiment states that the Group's procedure has reduced much of the error from this source—not only because the judgment of two people better than that of one, but because the representative from the Analysis Branch is present at all times instead of arriving at the end of the day to offer assistance.

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## APPENDIX # 6

## CUSTOMER OPINION

Three methods were employed in exploring customers' opinions and obtaining their suggestions:

1. Questionnaires were returned by 429 individuals representing all major components except those under the Deputy Director (Support). Tabulated results of the questionnaire are given at the end of this Appendix. However, statistics from the questionnaire have limited value because of the unevenness of the volume of responses from different offices. ORR personnel returned 64.4 per cent of all questionnaires received. While ORR is the biggest single customer, this percentage is out of proportion. Of more value were the individual comments, some quite detailed, made by many persons filling in the questionnaire.
2. Seven round-table discussions were held with small groups of customers--four with ORR personnel and three with CS personnel. The results of these are reflected in the body of the report, and also in the individual comments summarized below. In addition, an OSI employee who had made a study pertinent to the task team's area of responsibility some time ago was interviewed, his study reexamined, and its implications further explored (see Appendix #4 and #5).
3. Two members of the task team were from using components, again ORR and CS, and were themselves either substantial customers or closely associated with substantial customers. This contributed both a customer viewpoint within the task team itself and the benefit of much informal discussion within those components.

Customer Attitudes

Intellofax service is essentially a relationship between the service itself and the requester or user. Hence, the customer is an essential part of the process and observations concerning the characteristics of the customer are pertinent to the problem. Although OCR cannot control the natures of its customers, an understanding of them can add to the effectiveness of customer relations and customer education.

While constructive suggestions for needed improvements in the Intellofax system came from many analysts, the more intemperate reactions were concentrated among persons who exhibited one or more of the following characteristics:

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## TTR/1 APPENDIX 6-2

1. A nostalgia for the simple life of the days before the invention of the wheel, the industrial revolution, or the electronic age. These individuals identify machine methods of handling documents as the cause rather than one result of the increasing complexity and bulk of human knowledge and information. Their ideal image is of a golden oak card file from which they could identify, with their own hands and eyes, every piece of intelligence information and every report and monograph that has flowed into the Agency since its birth. Microfilms and sprocket-feed accordion-folded paper are alien symbols and threats to security. These people merely exaggerate a feeling shared by most of us, and many of them are quite frank in acknowledging and discussing their own discomfort in adjusting to the machine in research techniques.
2. A rank-happy distaste for getting their toes wet in the same pool as the humble hewers and drawers. If told that many hours can be saved in their particular search if they go to the library and screen the cards, they either send a clerical subordinate to perform such screening or reject the suggestion altogether and later complain of the length and lack of specificity of the machine run. The opposite side of this same coin is illustrated by junior and intermediate personnel who carry out parts of research assignments under seniors, and who complain of difficulties resulting from inadequate briefing on what the senior is actually after. This withdrawn attitude has particular applicability to the passages in the body of the task team report dealing with the heuristic value of searching.
3. An inner-circle complex under the disguise of security-consciousness. Much less prevalent than it was six or even three years ago, this attitude occurs most frequently in the CS components. It is an extreme form of the classic conflict between security and efficiency. In order to "bury" the "operational interest," these individuals purposely disguise the request and refuse to explain it sufficiently to enable the librarian to use judgement and initiative in fulfilling it.

At the opposite pole, the best informed user reactions, whether critical or favorable, recognized the intellofax as one research tool among many, its present drawbacks including both inherent limitations and correctible weaknesses. Even when present shortcomings of the system were emphasized by these customers, they expressed the belief that no other imaginable system could rival the intellofax in handling so much and so multifarious material.

#### What the Customer Looks For

What customers seek from the intellofax falls into two main groupings:

1. Supplementary information, in cases where personal files have already

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TTR/1 APPENDIX 6-3

been built up, where other tools are used earlier or simultaneously, or when the need has been anticipated and partially met.

2. Complete coverage, in cases where the customer hopes the intellofax will provide all the information he requires.

Several analysts from ORR stated in the questionnaire that they maintained personal files; most of these individuals added that they used the intellofax for "insurance" purposes. Personal files were maintained to provide an "adequate working background" and to answer frequent "ad hoc questions." One analyst whose files answer most of the questions which arise had utilized the intellofax system to check the adequacy of his files and to do research on points not covered in his files. This individual did not find it worthwhile to use the intellofax for checking his files because of the time and guesswork involved in selecting documents. In one of the round-table discussions, an analyst from ORR's Analysis Division stated that he receives a tremendous amount of material through dissemination channels, much of which he incorporates in his own files. He uses the intellofax for insurance, receiving a high proportion of irrelevant material from it. Another analyst stated the system rarely contributed any additional information on a subject which he had been following for some time, but that he used it when undertaking a project on an unfamiliar subject. Another stated that he generally used the intellofax at the beginning of a research effort and found it gave a rapid and generally good listing of major documents. An OCI analyst stated he had used the system once or twice for the preparation of handbooks, but later built up his own files for this activity.

A CS researcher stated that he used the intellofax and published materials obtained through other retrieval systems as complementary tools on a new research project. Even with materials in the intellofax system, he did not expect fragmentary references buried in other subject matter to be retrievable through the normal utilization of codes. When he had extreme need for fragmentary references he used various approaches, such as screening documents from a particular source of specific areas. Use of such techniques required wide familiarity with the entire machinery of intelligence production and was very wasteful of time. It was justified in instances where information was scarce and fragmentary data badly needed. Another CS researcher stated he used the intellofax at the start of a research assignment by going to the reference librarians and explaining his need as clearly and specifically as possible, then leaving the selection of codes to them. A typical resulting tape ran to 400 items, of which he ordered 300 after screening the tape, and only a minority of the 300 documents failed to contribute to his subject. He stated that this percentage of hits was higher than can usually be obtained from the use of conventional card catalogues.

Many users described various needs which the intellofax system as it now

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functions either fails to meet or fails to meet adequately. These included:

1. More detailed information on cards. Several analysts suggested a more detailed description of the document on the card, but few specified the sort of additional details desired. One analyst suggested a brief summary of the document. Two individuals suggested some key to distinguish between brief or casual references to a subject on the one hand and detailed information on the other. Another suggested a notation as to the exact geographical area covered by the report. Other suggestions for additional data on cards included lists of sub-topics when the report was so organized, and brief digests of the report. It is noteworthy that no suggestion on this matter of more informative cards addressed itself to the problem of fragmentary and incidental tid-bits on subjects other than the primary topic of the report.
2. Further subdivision in the code. Many brief comments were pertinent to the problem of tape runs poorly responsive to the requester's need. These comments illustrate the range and variety of special interests that seek satisfaction through the intellofax. Analysts in the military field, at one of the round-tables, stated that the code treatment of military subjects was unsatisfactory in that it was based on US military organization, which in many respects did not apply to the Soviet and Satellite armed forces, which were of primary interest. This same group also stated, however, that virtually sentence-by-sentence coding would be required to satisfy their needs because so much of the material they sought was so scarce and fragmentary. A CS researcher proposed adjustment of the coding system so that it would be possible to retrieve by source or category of collector. Related to the suggestion of the military analysts above, some of the CS/CI researchers expressed a need of extremely fine subdivision in the code and multiple coding of the individual document in the area of international Communism. A great many comments had to do with missed documents when runs were made on specific pin-pointed code designations. The difficulty was in failure to catch fragmentary references, and any solution would require a great extreme of multiple coding. Two specific complaints were that processing and agriculture were not distinguished under the heading of "meat," and airfield runway construction was not separable under airfield construction.
3. Further geographic subdivisions. A special and extreme instance of the preceding item was expressed by analysts whose work lent itself to a geographic breakdown. Several ORR analysts who treat a variety of subjects within a very limited geographic area said they needed to be able to obtain runs on specific areas within a given country. They also suggested that citations include the specific geographic sub-unit as well as subjects covered. One analyst expressed particular interest

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in a further breakdown of the Soviet Baltic republics; another mentioned the need for further geographic breakdown of the Western European countries; still another recalled difficulty in retrieving materials on the East-West German boundary. Ocean as well as land geography brought out considerable comment. One analyst reported good results on an Icelandic territorial sea problem, while two others told of poor results, one having to do with territorial waters, the other with the Gulf of Aqaba. An hour's conference with the Reference Librarian failed to produce a means of retrieving the material sought in the latter case, and the run made turned up only two or three documents as contrasted to a dozen or more in the analyst's files. One suggestion was for a "general description" code designation to be applied to descriptive material concentrated on a small area, but such materials would be only a small part of that sought under the geographic approach. SR Division of CS is very largely concerned with "reality" studies, compassing the physical environment and daily experience of the indigines in very limited areas. Such studies are built out of extreme and precise detail. Such details crop up in all sorts of documents, on all kinds of subjects, and in extremely fragmentary bits. One such study was concerned with a few miles of territory on either side of the border between the USSR and a contiguous country. There was no limit to the type of information pertinent to the study so long as it applied to this pin-point of territory on the map. Yet there was no code run smaller than the entire USSR province and the entire adjacent country. For the code to meet this problem, however, would require a geographic coding operation of magnitude comparable to the entire subject coding operation.

4. Weeding capability. This was one of the most controversial issues that arose. While there were many references to documents that were simply of worthless quality, documents that made mention of a subject but contained no useful information on that subject, and other one that was of so low grade as to be uneconomic to refine, there was an almost unanimous shying away from any suggestion of weeding, either during the original coding or by Library personnel during the process of retrieval. One analyst who complained that many documents turned up in runs that no more than mentioned the subject of the run went on to say that "under-coding is a graver sin than over-coding."

[Redacted]

In arguing against any weeding process, one analyst commented he doubted "that the brightest non-specialist could ascertain what might or might not be pertinent to a given subject." Another noted that the analyst himself, familiar with the material in his field, also becomes familiar with the relative worth of various types of documents and can

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## TTR/1 APPENDIX 6-6

use this criterion in his own weeding and selection from overlong tapes. Still another referred this problem back to that of the paucity of information on the cards, citing "inadequacy of titles" as a barrier to weeding out unwanted documents. There was general agreement at one of the round-tables that the analysts would rather have no screening done by the librarians for fear of missing anything that might possibly be relevant. A group in CS/CI endorsed the thesis that researchers thoroughly familiar with their fields can scan long tapes very rapidly, the process serving as a reminder of documents already seen in the continuing review of disseminated materials rather than as an excursion into virgin territory.

5. Faster processing. There were recurrent references to delays that appeared longer than necessary in obtaining tapes and documents. However, some of these instances were recollected from a considerable time ago, and even during the period of inquiry by the Task Team various improvements were noted. One researcher who complained of the amount of clerical work required in submitting requests for documents based on an intellofax tape called back the next day to report that this process had been greatly simplified since he had last used it.

#### Tabulations of Questionnaire Returns

Replies to the questionnaire were received from the following components:

<u>Office</u>	<u>Number of Returns</u>	<u>Percent of Total Returns</u>
ORR	277	64.6
OCI	90	21.0
OSI	29	6.7
ONE	15	3.5
CS	8	1.9
OBI	7	1.6
OO	3	.7

1. Frequency of use. Question 38 referred to the number of times per work-year the analyst uses the library to request an intellofax run.

	<u>Number</u>	<u>Percent of Total</u>
a. Do not use	160	37.2
b. 1 or 2 times	155	36.1
c. 3 to 5 times	87	20.2
d. 6 to 10 times	22	5.1
e. 11 or more times	6	1.4
Total	430*	

\* Includes one double-checked return.

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Results of Question 33 by office:

	ORR	OSI	OCI	CS	ONE	OBI	OO
Do not use	76 or 27%	5 or 17%	59 or 65%	11 or 13%	11	5	3
1-2 times	110 or 40%	11 or 33%	27 or 30%	2 or 25%	2	2	
3-5 times	73 or 26%	8 or 28%	4 or 5%	2 or 25%			
6-10 times	15 or 5%	4 or 14%		1 or 12%	2*		
11 or more times	3 or 2%	1 or 3%		2 or 25%			

\* One of these individuals circled this answer because she anticipates using the system this often in the future. The other individual, a research assistant, makes runs for a group of analysts.

## 2. Degree of satisfaction:

Question 46. On the basis of your past experience, please indicate whether the service [to request Intellofax card or tape runs] is generally:

- Unsatisfactory (31)
- Mostly satisfactory, but not entirely so (32)
- Satisfactory (140)
- More than satisfactory (82)
- Do not use the service (146)

The results of this question as compared with the results of similar questions dealing with the other services of the Library show the following pattern:

	a+b+c+d			
	a+b		c+d	
To obtain help in finding a particular document or book	44	12%	316	88%
To order books or documents from the CIA library	47	13%	311	87%
To obtain directly background information needed in your work but outside of your own field of competence	43	21%	164	79%
To request Intellofax card or tape runs	63	22%	222	73%
To obtain information on where to get facts related to your work	60	23%	196	77%
To obtain directly specific facts needed in your work	67	25%	205	75%
To request the preparation of a bibliography	33	27%	87	73%

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5. Failure of pertinent documents to appear:

Question 53. In most card or tape runs I find that the following percentage of documents which I consider pertinent to my subject fail to turn up on the run. (Answer this question only if you have had experience in getting tape runs in a field which you knew well or where you had files of your own. Consider only the types of material which are regularly Intellofaxed. If you are not familiar with the specific types that are Intellofaxed, please circle "e".)

- a. Less than 5 per cent (37 or 20 per cent of the total)
- b. 5 to 25 per cent (68 or 37 per cent of the total)
- c. 26 to 50 per cent (22 or 12 per cent of the total)
- d. More than 50 per cent (18 or 10 per cent of the total)\*
- e. I am not familiar with what types of document are Intellofaxed (40 or 21 per cent of the total)

\* Nine of these individuals indicated that they were satisfied or more than satisfied with the Intellofax system.

Results of Question 53 by office:

	ORR		OSI		OCI		CS	
Less than 5%	27	19%	7	39%	2	18%		
5-25%	53	37%	4	22%	1	9%	5	83%
25-50%	18	12%	1	6%	1	9%	1	17%
More than 50%	14	10%	4	22%				
Not familiar	31	22%	2	11%	7	64%		

6. Manner of requesting runs:

Question 55. In making requests for an Intellofax run, I usually request them in the following manner:

- a. In person but without discussing them with the Reference Librarian (15)
- b. In person after discussion with a Reference Librarian (226)
- c. By telephone (15)

7. Legibility of tapes:

Question 56. Most Intellofax tape runs are:

- a. Fully legible (66 or 27 per cent of the total)
- b. Mostly legible but occasionally have illegible words (179 or 73 per cent of the total)
- c. So illegible as to be of little use (1\*)

\* This individual is not a user of the Intellofax system.

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TTR/1 APPENDIX 6-11

The answers in the second group can be summarized as follows:

Seven individuals requested the inclusion of "selected" or "all" periodicals.

Nine individuals requested the inclusion of an even wider range of material, ranging from "perhaps exceptionally good newspaper and magazine articles" to "everything." In between were such items as "foreign yearbooks and similar publications," "all Soviet publications," and "complete coverage of selected Soviet economic journals."

10. Citations:

Question 58. The information on Intellofax tapes: (In this question you may circle more than one reply)

- a. Tells me all I need to know about the individual documents (13 or 5 per cent of the total)
- b. Occasionally does not tell me whether I should look at particular documents or not (93 or 35 per cent of the total)
- c. Frequently does not tell me whether I should look at particular documents or not (137 or 52 per cent of the total)
- d. Is generally inadequate and should be supplemented by information of the following types (Describe in space at end of form) (20 or 8 per cent of total)

Results of Question 58 by office:

	ORR	OSI	OCI	CS
a.	18	1	1	1
b.	66	9	12	1
c.	100	9	9	5
d.	16	2	1	1

11. Factors in non-use of or dissatisfaction with the system:

Question 59. If you are not a regular user of the Intellofax system or are not satisfied with it, please answer the following (you may circle more than one):

- a. My personal files make use of the system unnecessary (110)
- b. The system is not pertinent to my type of research (63)
- c. The system is too slow for me to use satisfactorily (39)
- d. The system usually produces too many documents for me to use effectively (76)
- e. I lack confidence in the ability of the system to recover a useful number of pertinent documents on subjects that concern me (78)

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TTR/1 APPENDIX # 6 ATTACHMENT 1

31 January 1958

TO: DD/I Analysts

FROM: Assistant Director, OCR

This questionnaire is designed to determine how the OCR Information Services, the Reference Library and the INTELLOFAX system are serving the needs of research analysts. It is part of a general program aimed at finding ways and means by which these facilities can be strengthened and improved. Your cooperation will be greatly appreciated.

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Please complete the questionnaire by 7 February 1958 and return through inter-office mail to:

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[Redacted]  
202 North Building

[Redacted]  
Signing the questionnaire is optional.

[Redacted]  
Paul A. Borel

cc. Intelligence ADs  
DD/I

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TTR/2-2

The task team visited [ ] the Printing Services Division, OL, to discuss, and have demonstrated, various reproduction processes and equipment. We were interested primarily in the Xerographic reproduction process.

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To provide a means of appraising the suggestion that the quality and utility of photostat reproductions were below standard, the task team talked with Machine Division and Library personnel. We discussed the background and reasons for choosing the photostat equipment, the basis for reduction requirements, and the feasibility of alternative processes. Experiments were made in processing photostat prints from aperture cards, reel film, and hard copy. An appreciable amount of research was undertaken, using the facilities of the CIA Library and the Library of Congress, to determine what standards have been established for size of print, definition, and degree of contrast in reproduction work of this type. Several examples of originals and their reproductions were taken to the Reading Improvement Branch, OTR. Their staff evaluated these items in terms of readability. We discussed this portion of our problem with them.

We have been able to make our most specific conclusions and recommendations in relation to those portions of our problem that relate to the punched card files and operation. The other part of our problem, relating to the cost and quality of the reproduction effort, deals with more generally controversial subjects.

### 3. Recommendations

- a. Three machine operators should be assigned the primary responsibility of maintaining the intellofax files. These operators should be assigned to a second (night) shift. (p. TTR/2-4)
- b. Each file tray should be clearly labeled as soon as it is put into use. (p. TTR/2-5)
- c. The two major file groups (Subject and Area) should be arranged so that space is provided for additions to each major group within its assigned area. (p. TTR/2-5)
- d. The file merging and sequence checking operations should be performed with machine control panel wiring that provides the most effective operating speed. (p. TTR/2-5)
- e. A separate secured area should be provided to house classified trash and boxes of classified IBM cards that accumulate throughout the work day. (p. TTR/2-7)
- f. The Subject file should continue to be sorted and maintained in its present arrangement. (p. TTR/2-9)

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TTR/2-3

g. All parts of the existing Area file should be combined in arrangement by area code only. (p. TTR/2-9)

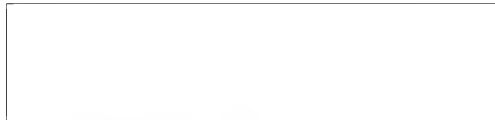
h. A more specific location file, that records city names or natural features, etc., should be developed for the future. (p. TTR/2-9)

i. In most cases, the experienced machine operator handling the request should continue to decide whether mechanical or manual selection should be performed. (p. TTR/2-9)

j. The Card List Cameras should be given a fair opportunity to prove their advantages over the electronic facsimile printers. (p. TTR/2-11)

k. The Photostat Expeditors should continue to be used to perform their several functions in the reference operations. (p. TTR/2-11)

l. The Photostat Corporation should be commissioned to modify the Expeditors used in OCR to increase their reproduction ratio. (p. TTR/2-12)



Task Team Two

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Attachment:  
Final Report of Task Team Two

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TTR/2-4

TOPIC #1

"Machine filing and selection is limited by virtue of the multiplicity of IBM file decks."

## CONCLUSIONS

We agree that the efficiency of this operation has probably been impaired due to an excess number of supplemental files. However, this extreme condition is not intrinsic to the system. It is suggested that five would be the optimum number of parts for the intellofax Subject file (4 million cards). The intellofax Area file (1 million cards) would be in its optimum state contained in three parts.

The Subject file may at times be reduced to less than five parts and the Area file to less than three parts, but this condition should exist for only a relatively short period. If the number of file parts were held to these lower figures for any extended period, it should indicate that more effort is being spent on merging files than is economically justifiable.

## FINDINGS

On 11 January there were eight Subject files (total of 4 million cards). There were fourteen Area files (total of 1 million cards). The multiple segments of these two major file groups were intermixed. The trays were not all clearly labeled. On 23 January there were six Subject files and fourteen Area files. The two major file groups were distinctly separated.

Our discussion with the Machine Division personnel led us to understand that the status of the Subject file on these two days was fairly representative. However, the Area file had purposely been maintained in several parts due to revised filing systems. Their plans call for combining these fourteen Area files into three or four files in the near future.

The intellofax file requires a "hard core" of files maintenance personnel whose efforts should not be diverted from their primary responsibility. Frequently the file maintenance work is interrupted so that all hands can be utilized in servicing requests. Consequently, the number of file parts becomes excessive and all requests (including crash requests) suffer in the long run.

## RECOMMENDATIONS

1. Three machine operators should be assigned the primary responsibility of maintaining the intellofax files. This operation includes the

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TTR/2-5

processing of each day's additions to the index and merging those cards and the "returns" with the basic files. The three operators could most efficiently perform these duties if assigned to a second (night) shift. One of the three should be a higher grade supervisor. (At times the Machine Division has utilized a few operators of equal grade on temporary night shifts and designated one as being responsible for the group.)

2. Each file tray should be clearly labeled as soon as it is put into use. The file name, part number, and tray number should suffice. Frequently, many trays at a time are removed from the file cabinets. It is conceivable that these trays, if unlabeled, may not always be returned to their proper locations.

3. The two major file groups (Subject and Area) should not be inter-mixed. They should be arranged so that space is provided for additions to each major group within its assigned area.

4. The machine file-merging operation should utilize control panel wiring that provides simultaneous feeding of cards from both files when there are cards with identical file codes in the two groups. The merging speed will be increased by 100% when this equal condition exists, and it does exist frequently. A solution to the established routine (merging followed by sequence checking) can be worked out. Also, the sequence checking operation can be performed at double the present machine speed by utilizing two machine feeds at one time. This is awkward for some machine operators, but the type of specialists assigned to this task should be able to provide this type of service. The larger the file concerned, the more practical it becomes to make use of this technique.

## TOPIC #2

"The machine files require excessive space."

## CONCLUSIONS

We have determined that the machine punched card files, for the existing intellofax system, do not require excessive space. Actually, for proper support of this system, we believe that more file space is desirable, or at least there should be less encroachment on their allotted space.

The existing machine punched card files do not require as much space as would be needed to house an equal number of 3x5 cards with conventional library accommodations for browsing.

## FINDINGS

The punched cards for the intellofax system are housed in modern steel file cabinets. The average file tray is filled to capacity

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(upwards of 3,000 cards). There are not an unreasonable number of empty or partially filled trays available for the daily additions.

Space requirements for this type of file are compared with the requirements for a conventional 3x5 card file in the following table:

TABLE OF COMPARATIVE SPACE REQUIREMENTS

	"CLOSED" * PUNCHED CARD FILES	"OPEN" ** 3x5 CARD FILES
Cards per tray	3,000	2,000
Trays per cabinet	28	24
Cards per cabinet	84,000	48,000
Cabinet size	19" x 28"	11 1/16" x 24"
Floor space per cabinet	3.7 sq ft	1.8 sq ft
Cabinets for 5,000,000 cards	60	104
Floor space for 5,000,000 cards	222 sq ft	187 sq ft
Cabinets in double rows	30	52
Length of aisle	48 ft	48 ft
Width of aisle	4 ft	7 ft ***
Floor space of aisle	192 sq ft	336 sq ft
Total floor space	414 sq ft	523 sq ft

\* "CLOSED" is used here, and interpreted in the Consultants' Report, as meaning a file that is accessible only to assigned personnel, for servicing the requirements of others.

\*\* "OPEN" is used here as meaning a file through which all individuals may browse and, if desirable, serve themselves.

\*\*\*   Chief of the Files Section, Catalog Maintenance Division, Library of Congress, in a telephone conversation of 15 January 1958 stated that the width of the aisle in their Official Catalog was 7'4". He felt it should be wider.

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The above table indicates that the "open" 3x5 card file requires 26% (109 sq ft) more floor space than the existing type of "closed" file.

Numerous sacks of classified trash are brought in and placed in front of the cabinets in the intellofax file room throughout the day. Classified IBM cards being boxed for storage or that have been called back from storage for service are frequently stacked in front of the file cabinets. These bags and boxes must be moved to gain access to the filed cards when servicing requests.

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## RECOMMENDATIONS

1. Even though we have made a comparison of the file space requirements for two systems, it is not part of our project to consider the other elements involved. Therefore, we have no recommendation for either system.

2. A separate secured area should be provided to house classified trash and boxes of classified IBM cards that accumulate throughout the work day.

TOPIC #3

"Machine sorting and refinement is minimal."

## CONCLUSIONS

The Subject file is sorted and maintained with a satisfactory degree of refinement.

No amount of sorting for maintenance of the existing Area file will provide as satisfactory an area index as is desirable. A considerable amount of experimenting with different sorting arrangements has been carried on throughout the years that this file has been in existence. The present plan, which calls for combining all parts of this file in an arrangement by area code without regard to subject or source codes, appears to be the most satisfactory.

All refinement in the selection process can be performed mechanically. Some of this refinement is performed manually and there is justification for a limited amount of that. It is not practical to apply a rigid standard for applying mechanical vs. manual refinement in the selection of these punched cards. This can best be determined by the experienced machine operator on the basis of the specifications given with each individual request. However, we are convinced that more consistent accuracy can be obtained through machine refinement than can be obtained through manual refinement.

## FINDINGS

The intellofax Subject file is machine sorted for maintenance in sequence by the complete six digit subject code, with a subordinate arrangement by the five character (alphabetic and numeric) area code. Most of the intellofax requests specify refinement on the basis of the complete subject and area coding. Requirements for refinement beyond that point are extremely variable and can most efficiently be made through machine selection.

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Maintenance of the Area file has not been confined to one type of arrangement. Part of this file is arranged by the complete source (locator) code, within area. Part is arranged only by the source agency code, within area. Part is arranged by six digits of the subject code, within area. Part is arranged by three digits of the subject code, within area. The Machine Division plans to combine all of these parts with a common arrangement by area code only, disregarding any subordinate refinement for maintenance.

Representatives from the Machine Division, Library, and Document Division agree that the existing Area file is less than satisfactory. For example, Western Europe and East Germany are not included in this file. Only the USSR and China have regional (oblast, republic, and province) control. Country alone is usually too general a basis on which to service requests. The subject coding that is applied to this file reflects only a few selected general subjects.

In November 1957 only four out of two hundred requests were serviced from this file. As considered typical of the type of service it renders, one of those four requests resulted in 1,194 intellofax cards being selected through the machine process; these cards were then scanned by the Library and only 44 of them were called to the attention of the requester. On 30 January 1958 the only request in process that required using the Area file, provided 6,000 intellofax cards. The Library was notified that 6,000 cards had been selected and their response was to cancel the request.

All refinement in the selection process is performed as it is spelled out, in terms of the punched codes, on the written requests that originate in the Library. (The Machine Division personnel receive no explanation of what the requesters' interests are.) The experienced machine operator exercises his own judgment in determining how much of the refinement is to be performed manually and how much by machine. He bases this decision on the number of cards involved, the dispersion of the specified codes throughout the file, and the availability of machines. For example, sometimes a crash request may be selected and refined more quickly by hand although there would be greater assurance of accuracy if it were held up until a machine could be utilized.

The intellofax system utilizes less than half of the IBM card for recording data in the form of punched holes. Therefore, only thirty one of the provided eighty card columns are used for machine sorting and refinement. Only a great deal of experience with the requirements levied against a given punched card indexing system can provide a means of arriving at the optimum distribution between the sorting effort for maintenance and the selection effort for retrieval.

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## RECOMMENDATIONS

1. The Subject file should continue to be sorted and maintained in its present arrangement.
2. All parts of the existing Area file should be combined in arrangement by area code only.
3. A more specific location file, that records city names or natural features, etc., should be developed for the future. This is being planned for the Minicard system and it can be handled with the present IBM system. The subject code field (six columns) and part or all of the locator code field (six columns) are of little or no use in the Area file. These twelve card columns could be used to record the more specific location. If necessary, punching could extend into the printed text portion of the card without obliterating any critical information. We believe that a more specific location file would be more frequently called upon than the present Area file. It should eliminate the need for some of the present Subject file searches, such as those that involve ninety or more subject codes.
4. Machine, rather than manual, selection should always be made for the subordinate refinement whenever the requested subject code category is more general than its finest decimal breakdown. In all other cases the experienced machine operator handling the request should continue to decide whether mechanical or manual selection should be performed.

TOPIC #4

"Facsimile and photostat expeditor service can be obtained at lower cost by use of other processes."

## CONCLUSIONS

The electronic facsimile printers have become outmoded. The service they provide can be obtained at lower operating costs through a photographic process.

The Photostat Expeditors provide reproductions without the awkwardness of a separate processing operation. They are readily converted for use with hard copy or aperture cards. The services they provide can not be obtained at a lower cost by any other process.

## FINDINGS

Two years ago the Machine Division began work on developing a photographic process to replace their electronic facsimile printing operation.

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They were interested in a short-term replacement because it had been determined that the Minicard system would replace the entire intellofax system in a period of about seven years. The Library Consultants were advised of this and were informed of the progress that had been made in this direction. Therefore, it is assumed that their recommendation for silver paper reproduction was in support of the photographic process that the Machine Division was about to initiate.

Two of the electrically motivated and controlled cameras (Card List Cameras) have been built for the Machine Division at a cost of less than \$9,000. The Machine Division has performed tests and produced sample tapes of bibliographic data. These sample tapes are far more legible than those produced on the electronic facsimile printers. As soon as a supply of photographic paper is on hand, the Card List Camera process is expected to replace the electronic facsimile process.

The Card List Cameras are supported by a Photostat Expeditor, which is used to process the exposed photographic paper. It is estimated that the system, cameras and processor, will produce tapes at twice the speed of the old system. This will require one half the number of operator man hours. Less high grade technical man hours for maintenance will be required. The clerical time spent scanning the tapes for legibility will be practically eliminated. The cameras can be utilized in one-fifth the amount of space required for housing the electronic printers. Electric power consumption will be .4 kilowatts per hour as compared to the present 10.8 kilowatts per hour. The air conditioning requirement will be about one-eighth of that needed with the electronic equipment.

At the time it was acknowledged that an interim remedy for the intellofax printing service was needed, the Machine Division considered the RCA Electrofax type of process. At that time (two years ago) neither RCA Electrofax nor Haloid Xerox equipment could be obtained for a price comparable to the \$9,000 cost of the Card List Cameras. Equipment modifications would have been required for either of these types to accommodate the intellofax cards. The recently acquired Xerox Copy Flow machines, in use at the Agency's reproduction plant, rent for \$1,800 each per month. They can be purchased for \$80,000 each.

The Photoclerk machine is used at the U. S. Department of Agriculture Library for copying bibliographies in the preparation of book purchase orders, budgetary data, and overdue notices. It is occasionally used to copy catalog cards to provide a bibliography on request. We were advised by a spokesman there that it usually took two days, from the time they started each new roll of silver paper through the Photoclerk machine, until the prints were available from their photo lab.

The Photostat Expeditors have been modified to provide reproductions from 16 mm. film in IBM aperture cards as well as reproductions from reel

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film and hard copy. They provide a complete type of service so far as these needs are concerned. No additional photo lab equipment and operation is involved.

The Xerox Copy Flow equipment appears to provide the most legible material at the fastest speed. However, separate machines (\$80,000 each) are required to handle hard copy and film. It is a continuous movement process in which the items being copied must pass the lens in synchronization with the paper that contacts the charged drum. Therefore, this equipment could not be modified to accommodate the aperture cards.

#### RECOMMENDATIONS

1. The Card List Cameras should be given a fair opportunity to prove their advantages over the electronic facsimile printers.
2. The Photostat Expeditors should continue to be used to perform their several functions in the reference operations if cost is an important factor.

#### TOPIC #5

"The reproduction ratio in use on the photostat expeditor should be increased."

#### CONCLUSIONS

The present reproduction ratio used on the Photostat Expeditor fails to provide the size of print that is generally acceptable for continuous reading, when copies of legal size documents are reproduced from aperture cards. Reproductions from hard copy, and those made from aperture card images of letter size documents, are acceptable.

#### FINDINGS

Our limited research showed that there remains a large area of disagreement on this topic. An acceptable size print is dependent upon numerous conditions. Donald L. Cleland, Director of the Reading Laboratory, University of Pittsburgh wrote in the American Journal of Optometry, September 1953:

"If you are trying to determine what is the optimal size of type, let us consider the variables which enter the picture. What size type is optimal under this illumination? What about the type boldness? Does the length of line influence the findings? What about the amount of leading? Is the material for rapid reading, for skimming, or for detailed reading? What about the surface or the tint of the paper?"

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However, the consensus of opinion seems to indicate that the print on some OCR reproductions is smaller than the generally acceptable size. The figure most frequently used as a minimum acceptable size is six point type.

The Reading Improvement Branch, OTR determined the print size of a sample reproduced 8" x 10" document to be six points. However, the print size of a sample reproduced legal size document was measured to be four points. Since a majority of the documents received in OCR are on legal size paper, the problem becomes more significant.

On the basis of their professional experience and personal preference, the Reading Improvement Branch spokesmen concluded that the size of print should be increased, especially for the legal size documents.

Preliminary discussions between OCR and representatives of the Photostat Corporation have indicated that the Expeditors can be modified to provide more acceptable reproductions from aperture cards. The modifications can be made at a relatively small cost. The Photostat Corporation would expect to gain through the sale of more paper. From 60 to 100% more paper would be used in making larger reproductions that would satisfactorily serve the consumers. OCR is now spending roughly \$14,000 per year for photostat paper. The Photostat Expeditors accommodate a rather complex system in OCR that involves reproducing from 16 mm. film aperture cards, 16 mm. and 35 mm. reel film, and several sizes of hard copy material.

#### RECOMMENDATION

The Photostat Corporation should be commissioned to modify the Expeditors used in OCR to increase their reproduction ratio so that acceptable standards can be met.

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## CENTRAL INTELLIGENCE AGENCY

## OFFICE OF CENTRAL REFERENCE

CODING

TASK TEAM REPORT NO. 3

TTR/3

1 March 1958

MEMORANDUM FOR: Assistant Director, Central Reference

SUBJECT: Final Report on Coding, Task Team No. 3

## 1. Membership

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	Special Register, OCR
	Materials Division, ORR
	Special Register, OCR
	Special Register, OCR
	Document Division, OCR

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## 2. Method of Task Team Operation

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OCR Task Team No. 3 has recently completed a study of the ISC (Intelligence Subject Code) and a comparison of the present Intellofax-aperture card system with a recommended printed bibliography and intact hard copy system. In the course of the study we investigated the soundness of 7 specific conclusions of an outside Consultants panel. Our findings and conclusions lead to the development of 7 basic recommendations which, if adopted, will maintain and materially improve the service provided by OCR.

The recommendations are made with the realization that administrative forces (space, budget, manpower) are factors that ultimately determine a course of action. The task team has tried to recommend what is needed to meet all reasonable contingencies while keeping in mind present investments and systems that must be lived with, but projecting a plan to eventually achieve the "ideal" in intelligence information handling. During the course of this study, it was found that "costs" were relatively unimportant from the standpoint of one system against another. The cost differences in such systems are so close that the task team did not dwell on that factor unduly, but tried to determine the best system for the most people.

The methodology used by the task team was to divide the project as outlined in the project memorandum into 4 main parts. Incorporated in Part One are the elements in item (1); in Part Two those elements in items (2) and (3); in Part Three items (4), (5), and (7); and in Part Four item (6). Each member of the task team was assigned to make a detailed study and report on one of the above parts. Each report was then brought before the whole committee for evaluation and recommendation.

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No tests were made on the ISC. It was felt that additional tests would show what is already known - that is, that inconsistencies do occur in the application of the ISC. Since the ISC is now in the process of extensive revision to correct these discrepancies, it seemed inopportune to make additional tests.

## 3. Recommendations

Based on our findings and conclusions, two groups of recommendations are submitted.

a. Group I includes the following recommendations for the improvement of existing OCR facilities:

(1) OCR should adopt the Library of Congress subject classification, subject heading, and cataloging system for books. (p. TTR/3-10)

(2) The aperture card system must be maintained and improved by filming "nodex" and controlling poor and single copy items. (p. TTR/3-18)

(3) An improved Intellofax system for document retrieval based on a revised ISC should be maintained. (p. TTR/3-29)

b. Group II includes items which represent additions to existing OCR facilities and which are strongly recommended to improve the service offered by OCR. It is recognized that adoption of the recommendations in this group will require both additional space and increased expenditures. Therefore, they provide a special challenge for management ingenuity:

(1) A one-to-five year hard copy file of documents, by source and country, should be established to supplement the aperture card system. A file of this type has been requested by and will be of real assistance to area research analysts. (p. TTR/3-18)

(2) A fully annotated manual card catalog should be provided to supplement the Intellofax system. This catalog will provide a standard research tool for analysts who wish to conduct their own searches for material. (p. TTR/3-29)

(3) A printed index of published FBIS material, similar to the New York Times Index, should be established. This index will provide a means which presently does not exist for recovering FBIS material. It is felt that this recommendation can most easily be implemented through an external services contract. A decision as to the desirability of a printed index of all intelligence documents should be based on the experience gained in printing an FBIS index. (p. TTR/3-30)

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(4) The Printing Services Division, OL, should provide a photostat machine close to the Acquisitions Branch, OCR, to photostat publications received in an inadequate number of copies. (p. TTR/3-31)

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Task Team No. 3

Attachment:

Final Report for Task Team No. 3

Appendices

- A. Memorandum to CIA Librarian, 8 October 1957
- B. Memorandum to Deputy Assistant Director, OCR,  
15 October 1957
- C. Memorandum to Chief, Reference Branch,  
CIA Library, 14 January 1957
- D. List of U.S. Governmental Libraries Using  
the Library of Congress Classification  
System
- E. Chief, Document Division Draft - Arithmetic  
of a hard-copy system

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FINAL REPORT OF TASK TEAM NO. 3-CODING

TTR/3-4

## SUMMARY

The findings, conclusions, and recommendations of Task Team No. 3 with respect to 7 specific conclusions of the Consultants panel are as follows:

"(1) the ISC cannot be applied uniformly to book and document coding."

The ISC cannot be applied uniformly to book and document coding. Continuous revisions of the ISC for document indexing and the need for a permanent, simplified and consistent system for book cataloging and shelving demand the use of a code structure designed specifically for books. OCR should adopt the Library of Congress subject classification, subject heading and cataloging system for books.

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"(2) an intact hard copy system would be more economical of space, provide speedier service, and be less costly than the present system."

An intact hard copy system would not be more economical of space, provide speedier service, or be less costly than the present system. While a hard copy file would be useful in many instances and would be a valuable back stop or supplement to the present system - it could not supplant it. The present aperture card system must be maintained and improved by filming "nodex" and controlling poor and single copy items. As far as is administratively possible, a one-to-five year hard copy file by source and country should be established to supplement the aperture card system.

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"(3) the aperture card system is an inefficient substitute for an intact hard copy file."

The "proposed expanded" aperture card system is not an inefficient substitute for an intact hard copy file. Such an aperture card system is quicker and superior to a hard copy file (including reproduction by photostat expeditor) system.

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"(4) program efficiency will result in having a printed bibliography instead of the Intellofax system."

A printed bibliography could never entirely replace the Intellofax system. The Intellofax (or some flexible system with reasonable detail) must be maintained for efficient document retrieval. It is felt, however, that both a "general" and a "reasonably detailed" approach to intelligence documents are needed. It is strongly recommended that a fully annotated manual "card catalog" should be provided to supplement the Intellofax system.

It is recommended that the FBIS be indexed (probably on an "outside" contract basis) using a printed format similar to the New York Times Index. A printed bibliography ("general" index) to all intelligence documents to supplement the Intellofax would have considerable merit. On the basis of the experience gained in printing an index to the FBIS a decision should be reached as to the desirability of a printed index to all intelligence documents. When a more sophisticated machine indexing system (Minicard) replaces Intellofax, greater depth should be incorporated into the coding structure.

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"(5) the IPI could be expanded to include all documents, books, periodical articles, and FBIS material."

The IPI could not be expanded to include all documents, books, periodical articles, and FBIS material. Such a publication would be impractical from sheer "size" alone. An accessions list of books could be published as a supplement to the IPI. It is recommended that documents and FBIS material be handled as outlined under item (4).

---

"(6) it is feasible to make photostat copies of single copy enclosures for Acquisitions Branch customers."

From a cost standpoint it is not feasible to make photostat copies of all books and all enclosures for Acquisitions Branch customers. Every effort should be made to acquire multiple copies of such enclosures. A photostat machine should be set up by Printing Services Division, OL, in close proximity to the Acquisitions Branch to photostat those items in greatest demand. The decision on what to photostat is an administrative problem.

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"(7) a printed bibliography would be cheap to produce and would prove timely enough to serve information staff needs in lieu of Intellofax."

A printed bibliography would not be unreasonable in cost and could be made to be timely. Assuming that a printed bibliography is found feasible after the test as outlined in item (4), it alone is not enough to serve the information staff needs in lieu of Intellofax. It is felt that no one system will answer all types of information requirements. A general bibliography-index would answer some requirements that the Intellofax will not. The Intellofax will meet many requirements that the printed index could never satisfy. Both a "general" and a "detailed" approach are needed.

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PART ONE

"(1) the ISC cannot be applied uniformly to book and document coding."

## I. Consultants' Findings

A. "There is inconsistency in the classification of books."

B. "The present ISC cannot be applied uniformly to the classification of books and must be revised."

C. "The inadequacies of the ISC complicate the cataloging routine and make the job more time consuming."

D. "The lack of definition of the codes and the fact that there may or may not be codes available on given subjects or too many on others, means the cataloger must spend an extraordinary amount of time deciding where to classify a book and, in addition, what other codes or subjects should be assigned to the book."

E. "Since various aspects of the same things are treated as different subjects, there is often the necessity for a tedious search of the shelf-list to determine where other similar books have been placed."

F. "The lack of definition of the codes results in a considerable amount of duplication of effort and recataloging and reclassification of books and complaints from users that like materials do not sit on the shelves together."

## II. Task Team Findings

A. There are basic dissimilarities in both the substance and form of books and intelligence reports which have contributed to the Consultants' findings referenced above.

1. Books may be described as systematic literary compositions, representing the considered evaluation of a subject, carefully edited and published, and intended for an undefined reading public.

2. Intelligence documents, on the other hand, represent the efforts of the IAC agencies in producing basic, covert, current, economic, scientific, national, and operational intelligence. They are intended for a restricted and specified audience. The format and content of intelligence documents may range from a brief, fragmentary sketch to a formally written report, and from rumor and conjecture to factual, encyclopedic data.

B. The ISC is a classified list of subject headings for documents and was specifically designed to cover the topics with which the Agency is concerned. As such, it has been inadequate for book cataloging. (Appendices A & B)

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C. The application of the ISC to book cataloging has resulted in inconsistencies, distortion of codes, and creation of numerous additional cards to indicate significant subjects. (Appendices A and C)

Examples of such inadequacies are as follows:

1. Panama Conference on International Maritime Canals

The ISC does not have a code for international canals or maritime canals. The ISC classifies all canals under "Inland Waterways" (756.122). In order to classify this book in the ISC system, it was indexed as "Administration of Maritime Transportation" (756.511).

The Library of Congress system would classify this as "Canals, Interoceanic" (JX1398 to 1403).

2. Electrical Engineering Education in the USSR

Four ISC codes had to be used to cover this book adequately, however, not one of the four expressed its substantive content. The ISC codes used were:

Engineering, Electrical (663)  
Scientific Scholarships (601.6)  
Colleges & Universities (831.2)  
Technical & Industrial Schools & Training (831.3)

The Library of Congress system would classify this as "Electrical Engineering: Study and Teaching - Russia" (TK 192).

3. Three books concerning aircraft engines were classified and shelved under three distinct ISC codes:

Aircraft Power Plants, Northrup Aeronautical Institute (743.15)  
Aircraft Powerplant Handbook, C.A.A. Tech. Manual 107 (666.28)  
Aircraft Engines of the World, Paul H. Wilkinson (462.1)

The Library of Congress system would classify all three books as "Aeronautics, Aircraft Engines" (TL 701 to 704).

4. Area classification and shelving of books according to the ISC system has resulted in inconsistencies such as:

Selected Works of Karl Marx - area code N/5 (Russia)  
Pixylated Prophet (The Life and Adventures of Karl Marx) - area code 4M/6 (Germany)  
Das Kapital - area code 1 (International)  
Critique of the Gotha Program - area code 1 (International)  
Marx and Engels on China - area code 1L/5 (China)

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A revised ISC cannot correct many of these inadequacies and inconsistencies, because of the area approach in classification. The Library of Congress system, however, which classifies and shelves books according to their subjects would solve or lessen many of these problems.

D. While many of the presently known inadequacies could be corrected in a revised ISC, it is desirable to adopt a book cataloging system which will be:

1. permanent (the AHIP Working Group on the Intelligence Subject Code anticipates that revisions and expansions in the ISC structure will be made on a continuing basis).
2. simplified (in accordance with Consultants' recommendations) but with built-in provisions for expansions according to book subject needs.
3. consistent with the cataloging system used by many major U.S. governmental libraries. (Appendix D)
4. designed specifically for the classification of books.

E. The AHIP Working Group on the ISC has recommended that "the ISC shall be designed primarily to support the subject classification of intelligence literature... and should reflect subjects found in intelligence reports...."

Since the ISC shall be composed primarily of the subject headings needed to control data appearing in intelligence reports, and furthermore since the AHIP anticipates continuous revision of the ISC, it is believed that the ISC structure should not be complicated by numerous special codes needed only in book cataloging, and that book cataloging should not be faced with the continuous task of recataloging, remarking, and reshelving with each revision of the ISC. (See Appendices A, B, and D). ISC revisions when applied to the book collection will necessitate recataloging, remarking, and reshelving in each instance.

F. The Library of Congress classification system was designed specifically for books. Some of the advantages and disadvantages of adopting this system in lieu of continuing with the revised ISC, are discussed in Appendices A, B, and C.

G. Time and money could be saved through the use of duplicate Library of Congress catalog cards and through the use of the LC subject heading list in determining the proper classification for certain books, e.g.,

Kets - the LC subject heading list gives the classification code (DK 759.K), and definition of this word (ethnology - Siberia)  
Hydatids - the LC subject heading list refers to: medical parasitology  
Biological Warfare - the LC subject heading list gives the classification code (UG 447.8) and related terms such as communicable diseases, military arts and sciences, etc.

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H. In addition to being a permanent, simplified book classification system, the Library of Congress system has the added advantage of being a research tool familiar to many individuals who have engaged in academic or professional research activities.

I. The Library of Congress system would need certain refinements and expansions to meet the needs of CIA.

### III. Task Team Recommendations

A. The task team agrees that although the revised ISC possibly could be made to apply to book coding, the AHIP-recommended continuous revision of the ISC makes the system difficult and time-consuming when applied to book cataloging and shelving.

B. The task team recommends that the Library of Congress subject classification, subject heading, and cataloging system be adopted for book cataloging.

### PART TWO

"(2) an intact hard copy system would be more economical of space, provide speedier service, and be less costly than the present system."

"(3) the aperture card system is an inefficient substitute for an intact hard copy file."

### I. Consultants' Findings

A. "The use of the aperture cards should be discontinued in favor of an intact hard copy room for documents up to five years old, after which all service would be from film of the documents in the same order as the materials are kept in the hard copy room, i.e., by issuing agency and series."

B. "The IAC Room should be converted into an intact hard copy room, with space for readers and with Photostat Expeditors available so that analysts who want a copy of a document or of a page can make it immediately, without waiting for an order to be processed through OCR."

C. A room of approximately 3,000 square feet would provide for a three-to-five year (page 146) or for a five year (page 121) collection of hard copy documents plus a reasonable number of Photostat Expeditors.

D. 1,340 square feet of space - 580 film storage, 600 for copying, and 160 for reading room - is presently utilized for the aperture card system. "If the aperture card system were eliminated, this would save at least 1,000 square feet of this space."

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E. "The assumption that aperture cards satisfy the needs for documents, however, is false. In addition to the aperture cards, thousands of documents go into 35mm film, which present special problems, and many thousands more are carried in the IAC Room, which is actually a hard copy file room, since it includes all of the hard-copies of the documents that are kept, regardless of whether they come from intelligence agencies, whether they are classified materials or not."

F. "A hard copy file was tried before in the Library, but was given up because the file was not kept intact. It could not, at that time, be kept intact because the photostat expediter which is now in the Agency was not then available."

G. "In view of the fact that a large hard copy file must be maintained, and in view of the fact that access to a hard-copy file, if the file is kept intact, would be much quicker in terms of elapsed time than access through the filing of a film copy and enlarging that film, and in view of the fact that a very large percentage of the documents are found to be non-pertinent, an intact hard-copy file appears to be a better approach than the mixed approach now in use."

## II. Task Team Findings

A. The Consultants' space estimate of 3,000 square feet for a five-year collection of documents is low. The task team estimates that a minimum of 4,720 square feet of space would be needed for a five-year collection. This space figure was determined in the following manner:

In 1957 Machine Division filmed 241,861 documents totalling 1,494,094 pages. (This total includes documents received on initial dissemination to Document Division and documents, generally enclosures, borrowed by the Library from other IAC Agencies.) This averages 6.2 pages per document and enclosure filmed.

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Records Management estimates 2,000 pages per linear foot of working (not tightly packed) storage. Based on this estimate, annual document receipts (using the 1957 figures) would require 1,200 linear feet of storage.

\*The 2,400,000 page estimate is based on current document receipts into CIA. If the procurement of enclosures is resolved by higher authority (as suggested by the Consultants) receipts might increase as much as 500,000 pages annually. Space requirements would increase an additional 1,000 square feet with the addition of new enclosures.

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One six-section double-face standard height range of 12" steel shelving yields 216 linear feet of storage space. This figure is based on 6 shelves per section rather than 7 shelves since the top shelf would be too high for browsing or servicing without a ladder. Allowing 10% (or 22 feet) of storage for manila envelopes and other dividers, the total available storage space per range is 194 linear feet.

An annual document collection would require 1,200 linear feet of storage, and each range of shelving has 194 linear feet of storage. Therefore, it would require 6.2 ranges of six-section double-face steel shelving to house a one-year document collection.

One six-section double-face range would require 120 square feet of space allowing for 42" aisles between ranges. Thus, the 6.2 ranges needed for each year would require 744 square feet of space, and the five-year collection would require 3,720 square feet. The latter is an exact figure for storage only, and an additional 1,000 square feet should be allotted for administrative, work, and growth factors. The five-year total would be 4,720 square feet in contrast to the Consultants' estimate of 3,000 square feet.

The task team's estimate is based on ideal conditions. Utilizing the Records Management estimate of 2,000 pages per linear foot, approximately 6,000 pages or over 900 documents could be housed on a three-foot section of steel shelving. An actual count of three shelves of CSLT's with large enclosures in the hard copy collection in Circulation Branch revealed 133, 156, and 192 documents. These are oversize documents and enclosures, but the count indicates the problem in forecasting space needs. Another study of the space requirements for a hard copy collection estimated that 7,000 square feet would be needed. (See Appendix E). If 4-drawer file cabinets were used instead of steel shelving, 8,000 square feet would be needed to house the 5-year collection. Any estimate of total space needs must be based on the present flow of documents into the Library. This flow can change overnight with any drastic change in the world situation. It is hard to conceive how a hard copy collection would be more economical of space when 3 of the present stacks of aperture card files occupying 8 square feet of floor space can house approximately 124,800 documents and one six-shelve double face section of 12 inch document shelving occupying 7.5 square feet of space can house under ideal conditions only 10,451 documents.

B. Very little of the present Library space devoted to the aperture cards could be released for a hard copy collection. The Library must continue to provide aperture card print service. The variety in size and format of documents and their enclosures complicates the task of maintaining complete hard copy files (and as has been pointed out - forecasting space estimates). If the collection is to be available for browsing, floor-to-ceiling stacks are undesirable, and the files cannot be tightly packed. Constant use of the documents would result in the copies becoming torn and generally unusable. Open stacks would result in misfiling by analysts and recovery problems

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would increase. Since 50% of the requests from CIA and almost 100% of the requests from the other IAC Agencies come by mail, the files would never be complete for browsing, and many items would always be out for photostating.

C. The question of speedier service under a hard copy system as against the aperture card program is dependent upon the type of service desired by the analyst. It is quicker for an analyst to browse through a stack area and survey hard copy documents. However, 50% of the CIA requests are received by mail, and the requester has indicated the document he wishes to see or procure. This mail service will continue in the new building. Photostating hard copy documents to answer mail requests requires more time than printing from aperture cards. An 8-page document (one aperture card) can be shot in 56 seconds. It required 2 minutes and 55 seconds to photostat an 8-page hard copy document as observed by a task team member. Pulling and filing hard copy documents for these mail requests would also require more time than working with the aperture card files. Retrieval of documents older than five years on reel film would be slower than from aperture cards.

HARD COPY COLLECTION\*  
Instead of  
APERTURE CARD SYSTEM

Advantages

1. Analysts and area specialists may browse through reports from a single post to determine trends and type of reporting.
2. Provides a quick research survey by country (with the exception of CIA reports).
3. Analysts do not have to utilize valuable research time in viewing and handling unfamiliar aperture cards and reel film.
4. All documents, including poor and single copy enclosures, are processed in one system.
5. Only current (up to five years) material is maintained, and thus selective valuable material is available for browsing and quick reading.

Disadvantages

1. Requires 4,720 square feet of space.
2. Unknown factor of how much use analysts would make of the hard copies for reading and browsing.
3. Requires more time to file, pull, and photostat hard copies to answer mail requests from CIA analysts and other IAC Agencies.
4. Misfiling by analysts would increase recovery problems.
5. Constant use of documents would result in the copies becoming torn and generally unusable.
6. Retrieval of documents older than five years on reel film would be time consuming and difficult to control and provide service.

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6. Hard copy file by source enables analyst to make a manual search by specific topic or subject rather than relying upon the machine search.
7. Library would receive documents quicker for filing and servicing if filming were delayed until end of 5-year period.
8. Would eliminate need for source card files as hard copy file by source would serve as processing catalog and file.
7. Files would never be complete because items would be out for photostating, on routing, or on file in the office of major interest or in a specialized register.
8. Difficulty in maintaining uniform filing system to handle oversize, colored overlays, and map enclosures.
9. File copies would be removed to answer "high level" or "after hours" requests. In many instances once the file copy has been removed, it cannot be replaced.
10. Would not solve the "poor copy" problem.
11. Filming would have to continue at the initial receipt point for the Vital Materials Program and the archives copy (after 5 years) so that the hard copy would be delayed in reaching the file.
12. Library would be forced to maintain a service organization to provide documents from three distinct and different systems - hard copy prior to 1954, aperture card system, and new hard copy collection. This would require additional T/O.

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\* Assuming an inviolate hard copy collection filed by source and then post and series with photostat service for retention prints. The aperture card system would consist of aperture cards filed by IAC number, document source card files, and viewers for reading purposes.

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HARD COPY COLLECTION\*  
 .To Supplement  
 APERTURE CARD SYSTEM

Advantages

1. Analysts do not have to view documents on film but can view references supplied by Intellofax in hard copy before requesting aperture card prints.
2. Analysts can make quick manual searches by post before or instead of requesting machine searches.
3. Analysts would be able to browse through the stack area.
4. Quick service to answer "after hours" requests without relying upon machine reproduction.
5. Can also be utilized by outside agency personnel who have requested Intellofax service.
6. May cut down reproduction costs from aperture card prints as analysts will view hard copy where they probably would request prints of film rather than viewing.
7. Provides a file for "poor copy" materials that cannot be loaned but maintained for reading in the Library.
8. Only current (up to five years) material is maintained, and thus selective valuable material is available for browsing and quick reading.

Disadvantages

1. Additional service would require 4,720 square feet of space, \$23,788 for shelving, and a total annual personnel cost of \$22,430.
2. Unknown factor of how much use analysts would make of this supplemental service.
3. Additional reproduction costs to provide the hard copy file with single copy and "scarce supply" documents.
4. Difficulty to maintain uniform filing system to handle oversize, colored overlays, and map enclosures.
5. Hard copy material would not be loaned. Analysts would have to utilize the Library copy for reading in the hard copy file room.

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\* Assuming hard copy file by source, post and series within a complete aperture card file.

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D. Within reason, the cost factor of any system should be secondary to providing quick and accurate service. Economizing on expenditures for processing and retrieving information which has been collected through the expenditure of substantial funds is not sound. Emphasis should be placed on providing flexible service to meet the needs of the individual analyst and the intelligence community. If a hard copy collection were substituted for the aperture card program, many of the present costs of the aperture program would continue since service would have to be supplied from the existing card files. Filming should continue at the initial processing point for the Vital Materials Program and to make the proposed film retirement program effective. If filming is postponed until the document is five years old, as proposed by the Consultants, the hard copy, in many instances, would not be suitable for filming. Additional T/O would be needed to institute the hard copy program.

E. One of the major problems in documentary storage and retrieval is enclosures to documents. The AHIP Working Group on Citation of Document Enclosures has estimated that 50% of the Air and Navy Documents, 40% of the Army, 15% of State, and 30% of CIA reports bear enclosures. Many of these enclosures are single copies, colored overlays, maps, oversize items, or poor copies. In these instances, they do not always lend themselves to filming. The problem of housing and servicing enclosures is inherent in a hard copy collection or an aperture card system. Efforts have been made to film all (approximately 95% of those received) enclosures so that originals may be disseminated. Document Division generally is required to route original enclosures per instructions of the originating office or to meet reading requirements of CIA offices. To complicate the picture, the enclosures which are returned are usually of little immediate interest. In order to provide service on enclosures which cannot be read from aperture card prints, the Library maintains large hard copy files of enclosures returned from routing and also attempts to recover the enclosure that is being routed. This is a time-consuming and most often fruitless task. The offices do not maintain logs of incoming material, and the standard answer is that the material has not been received or was forwarded to the next office on routing. In some instances, analysts may lift part or all of the enclosure for their individual files.

F. The aperture card system was adopted in 1954 to meet space limitations within the Library and to provide better service through retention prints. The system as a flexible and quick means of information storage and retrieval in a minimum of space has not been inefficient, but some policies implementing the system, such as processing of poor copy and nodex items, have resulted in criticisms and deficiencies. The deficiencies may be overcome, not through discarding the aperture card system, but by improving and expanding it. In 1957, 73,336 documents were nodexed. Most of these nodexed documents were not filmed and mounted in aperture cards. The requester is confused when he receives a retention copy of one State document and a loan copy of another. One copy can be clipped and maintained in the file, while he is responsible for returning the other copy intact to the Library.

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G. The selectivity employed in specialized collections within CIA forces the Library to provide service it is not always equipped to give. Certain types of photographic enclosures are not serviced in Graphics Register so that Library attempts to procure them through inter-library loan from the originating agency. This is a time-consuming procedure (with the Library acting as a middleman since the material is generally filed in a section in the other Agency similar to Graphics Register), and the analyst may experience a long delay before his request is satisfied. In other instances enclosures may be received in the Map Library, Industrial Register, etc., through other channels. The Library is not always informed that the materials are in CIA and available for servicing.

H. Processing policy decisions should consider servicing and retrieving. Extra time allotted for initial processing may save time in retrieving. Policy decisions as to whether to film enclosures, to route or file enclosures in the Library, or to procure an enclosure without waiting for an analyst's request should be mutually agreed upon by all components affected.

I. From the standpoint of management, microfilm is a practical and economical method of document storage. However, many analysts do not like to view film on readers and ask for prints to avoid viewing. Nevertheless, a total of 9,322 documents on film were viewed in the Library in 1957. The task team believes that the complaints against the use of film plus the advantages of checking hard copy documents from a particular post warrant the establishment on a trial basis of a one-to-five year hard copy file. This file would serve as a backstop to the aperture card system and would also determine what use, if any, analysts would make of hard copy files. The hard copies could be destroyed after a specified period of time. In most instances, prints would be made from the aperture cards. In order to assure complete hard copy files, prints of single copy items would be made from the aperture cards. Since the hard copy file is an added service, it will mean additional administrative costs in space, manpower, and budget. It has already been determined (see page TTR/3-12) that a five-year hard copy collection would require 4,720 square feet of space. Annual shelving requirements would be 6.2 ranges of six-section double-face 12" steel document shelving or a five-year requirement of 31 ranges. The cost of the five-year shelving has been estimated by the manufacturer at \$22,655 (not erected) and \$23,788 (erected). A T/O of six, 1 GS-6 supervisor and 5 GS-5 file clerks, could adequately staff the collection. This estimate is based on current document receipts of approximately 33,333 per month in addition to the monthly average of 778 documents viewed in the Library in 1957. The latter figure would most likely increase if a hard copy file were established. Each staff member would be required to file and pull approximately 5,000 to 6,000 documents a month. Total annual personnel costs would be \$22,430. Whether or not analysts want to browse through hard copy files will probably be determined by Task Team Number 10 (Reference).

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## III. Task Team Recommendations

A. Continue the aperture card program and expand the filming program. All legible documents, including those which are not indexed, should be filmed and mounted in aperture cards. Illegible documents and enclosures should not be routed until an adequate copy exists in the Library for servicing. The use of 35mm film should be limited, and facilities should be provided for the Library to give print service on this film.

B. The Document and Machine Divisions should give special handling to poor copy documents and enclosures. Library personnel must exercise close surveillance of all enclosures, particularly poor and single copy items. Poor copy or thermofax enclosures should be re-typed before filming. Report-producing offices in CIA should be required to send legible copies for filming to the master file in OCR. Efforts should be expanded to procure other IAC Agencies' enclosures for filming in Document Division rather than relying upon inter-library loan facilities at a later date. Document Division should arrange for filming programs in the other IAC Agencies in order to procure copies of enclosures at the initial receipt point.

C. All documentary material that cannot be filmed should reside in the Library. Notices of availability of this material in the Library should be routed, and loans on this material should be carefully regulated and controlled.

D. A one-to-five year collection of hard copy documents should be established to supplement the aperture card program. This file would serve the specialized area needs of selective users, and analysts could view the hard copy documents instead of working with unfamiliar aperture cards, reel film, and microfilm readers. The availability of hard copies for analysts' use would permit manual searches by post and browsing. Prints would continue to be made from the aperture card files. In order to make the file complete, aperture prints could be made for single copy items or enclosures that must be routed.

E. Processing time in Document and Machine Divisions should be carefully monitored to prevent delays in servicing. All policy decisions regarding processing documents should be carefully weighed against retrieval time. The Library should take an active part in all document processing decisions which affect servicing.

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PART THREE

"(4) program efficiency will result in having a printed bibliography instead of the Intellofax system."

"(5) the IPI could be expanded to include all documents, books, periodical articles, and FBIS material."

"(7) a printed bibliography would be cheap to produce and would prove timely enough to serve information staff needs in lieu of Intellofax."

## I. Consultants' Findings

A. "The Intellofax system has failed to provide service at as high an intellectual level as needed for programs of the Agency. It is slow, costly, and undependable."

B. "The encoding and decoding of documents in the Intellofax system is inconsistent and unreliable."

C. "The present ISC cannot be applied uniformly to the coding of books or documents and must be revised."

D. "The information given on Intellofax tapes is inadequate for reliable selection of pertinent documents."

## II. Task Team Findings

A. Intellectual Level and Reliability of the ISC and the Intellofax System.

1. Intelligence Subject Code - The AHIP Working Group on the Intelligence Subject Code made a thorough study of the ISC and in its final report dated 27 November 1957 recommended that the ISC be revised so that it would meet IAC needs. This revision which is currently under way aims at ridding the ISC of excessive duplication, providing proper cross references and annotations, and developing a relative index.

2. Intellofax tape bibliography entry - Many intelligence documents have misleading and incomplete titles. Intellofax tape users will normally examine only those documents whose titles reflect their specific request. In the past good intelligence information has been properly coded but not reflected on the Intellofax tape because the title was not expanded. This accounts in large measure for the frequent complaints that many items on the tape are not pertinent to the request. Recognizing this problem, the Analysis Branch, particularly during the past year, has put increasing emphasis on title expansions and abstracts. There is need to go much further in this direction.

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3. Encoding reliability - There can never be absolute encoding consistency due to the subjective nature of indexing. The following, however, account for a lesser degree of reliability than should be expected of the Intellofax system.

a. Document analysts in the Analysis Branch have not been made aware of specific Agency needs or gaps in intelligence. As a result of the above deficiency it has been impossible to formulate specific rules or instructions as to what items of information in a given document should be coded. Numerous coding consistency tests conducted in the Analysis Branch show that there is consistency and substantially correct coding of the main point(s) but there is wide disagreement as to the coding value of the sidelights and fragmentary information.

b. Duplicate subject headings and lack of annotations and cross references of the present ISC cause inconsistent coding.

c. As pointed out by George Wright in a report to the AD/CR on the Intellofax system, the present organization of the Analysis Branch on a source rather than a subject/area specialty basis leads to unreliability. Reorganization of the Analysis Branch on a subject/area specialty basis would increase reliability, since the document analysts would become increasingly familiar with the subjects to which they were assigned. With the addition of subject specialty training of present personnel or the acquisition of subject specialists, particularly in the scientific fields, reliability could be increased still further. (However it would be impractical to recruit trained specialists since the present grade structure would not be attractive to them and they would not find the work challenging. Nevertheless, it is feasible to give limited specialty training to present personnel through external training or internal rotation and thereby increase coding reliability.)

d. In 1956 only 47% of the Analysis Branch personnel stayed the full 12 months. The other 53% were either new personnel coming on board or old personnel leaving. In 1957, 75% stayed the full 12 months. The slower turnover in 1957 is due in large part to the DDP freeze and the personnel ceiling established for the Agency. The figures for 1956 are more typical of the pattern for previous years. Since it takes 6-12 months to fully train a document analyst, a high turnover is bound to lower the reliability factor.

4. Decoding reliability - The reference librarians who select codes for Intellofax machine runs receive four weeks training in the ISC. They are kept up to date on coding procedures and changes, but are not given any refresher training in the ISC. They consult with the ISC Training Officer only when a coding problem exists. These consultations, usually by telephone, have averaged two a day over the past year. The ISC Training Officer checks the reference runs on a daily basis for accuracy and completeness.

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The above system is inadequate because the reference librarians, who are not completely familiar with the ISC, do not have the advantage of discussing and coping with coding problems on a day-to-day basis and are, therefore, likely to omit codes which would seem obvious to a document analyst. The double check by the training officer is unsatisfactory because he does not have the advantage of talking to the requester but must check the coding reliability against a general descriptive request title.

5. Intellofax Card - The Intellofax IBM card should be revised so that it would contain some additional meaningful coded information. Quite often information is requested for a particular time period, e.g., 1955 steel production. This could be taken care of by punching in the date of information in addition to the date of publication. There would also be considerable value in allotting 2-4 columns on the IBM card to designate equipment types by means of code, e.g., Soviet Fagot aircraft.

B. Expanded IPI in lieu of Intellofax

1. Advantages:

a. A printed bibliography issued in multiple copies to each interested office in CIA and other IAC Agencies would be readily available to analysts. Copies of documents could be ordered by telephone. This would greatly overcome the distance problem in using present Library Intellofax facilities.

b. Analysts would have available in a printed publication a complete listing by subject and area of available intelligence documents.

2. Disadvantages:

a. A printed index to intelligence documents would be a very large publication. The Analysis Branch is currently indexing over 200,000 documents a year. The Consultants estimate that this could be cut to 150,000 if the number of nodexes were increased and the "duplication of indexing effort between Intellofax and the Registers" were eliminated. If Register collection interests were deleted from Intellofax indexing, the number of entries per document could be reduced slightly. The number of documents indexed, however, would be reduced insignificantly since very few documents would contain information completely covered by present Register collection activities. The nodex standards are now considered too liberal by some. Any further increase in these standards would necessitate screening by the research analysts. Based on the above, it is doubtful that the number of documents would be reduced to 150,000.

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Intellofax coding currently averages 4 subject entries per document. A printed index would need both subject and area entries. Therefore, based on present coding figures, the number of entries per document in a printed index would average 8 (4 subject and 4 area). The IPI averages 3 entries per article, but the IPI indexes only finished intelligence which generally covers one subject and area per monograph. It is not unusual for raw intelligence documents to cover several subjects and areas.

By using a broad index approach, a printed index for both raw and finished intelligence could probably be limited to 4 entries (2 subject and 2 area) per document. Using the Consultants' figure of 150,000 documents per year, the total number of entries would be 600,000 per year or 50,000 per month.

The IPI averages 24 entries per page and the Bibliography of Agriculture averages 48 entries per page. Both publications are approximately the same size (IPI 8x10 1/2", B of A 8 1/4 x 10 3/4"), however, the Bibliography of Agriculture makes more efficient use of space by putting the entries closer together. The Bibliography of Agriculture does not have as many subject headings as the IPI, and it has no area headings. Both the subject and area headings in the IPI require a considerable amount of space.

Based on the Bibliography of Agriculture average of 48 entries per page with 50,000 entries a month and 600,000 entries a year, a published bibliography of raw intelligence would have 1,041 pages a month or 12,492 pages a year. These pagination figures do not include the present IPI entries, FBIS materials, or books which the Consultants recommend should also be included in the expanded IPI. Assuming the number of entries could be cut to 3 per article, the pagination would come to 781 pages per month and 9,373 pages annually. For comparison of size, the Washington Telephone Directory has 1,400 pages. An annual cumulation of this index would be three times as thick as Webster's unabridged dictionary or 4 times as thick as a five-year cumulation of the Cumulative Book Index.

These size figures are important for the following reasons:

- 1) An index of this magnitude is difficult to use due to pure bulk. With a general subject approach, it would not be unusual to find several hundred entries under one subject/area heading.
- 2) One annual cumulative issue would use up one safe drawer. A four-year cumulation would take a full safe for storage space. Safe storage space is always at a premium, and space restrictions may be even more severe in the new building.

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b. Analysts who use the Intellofax system generally are interested in discrete items of information, e.g., uranium production, coal prices, Soviet policy toward France regarding disarmament. A general subject heading approach such as Readers' Guide to Periodical Literature or the IPI cannot bring out discrete items but must use general subject headings such as atomic energy, fuels, and foreign policy. If a large printed index attempts to be specific, e.g., the ISC, it becomes so complicated that it can only be used by an indexing expert familiar with its composition. Proper annotation can help alleviate this general index approach problem, but it does not solve it, since the analyst must still search through hundreds of entries, and the annotation will never be specific enough to take the place of a thorough index. Full annotations also increase the size factors. The printed index thus becomes somewhat unreliable since the user must search many entries for discrete items of information, and he has no assurance that he has not missed information of value. Therefore, the printed index has less reliability than the present Intellofax system, and for this reason most items which appear in the IPI are still Intellofaxed because the ISC can index in greater depth than the IPI.

c. A printed bibliography could be printed within 1-2 weeks by either creating a separate printing operation or by the addition of 4-8 employees in the Printing Services Division. The Printing Services Division could not at this time handle an additional job of this magnitude on a priority basis with its present staff. The time lapse between document publication and the citation of the document in a printed monthly index is estimated as follows:

Time lapse between document publication and receipt in CIA	Up to 3 weeks
Time lapse between time of receipt and indexing and compiling of entries	1 - 5 weeks
Printing time	1 - 2 weeks

Based on the above estimate, the most recent entries would refer to documents published 3 weeks prior to the appearance of the index and the oldest entries would be 10 weeks old. Measures can be taken to expedite Intellofax processing time, but with present indexing and compiling procedures, little can be done to expedite (2-7 weeks) indexing, compiling, and printing time for a monthly index.

### 3. Other considerations

a. The Printing Services Division estimated that offset printing costs \$4.15 for the first 100 pages and \$.40 for each additional 100 pages. The monthly issue of a 1,041 page publication in 500 copies would cost \$2,085.85. Twelve monthly issues would cost \$25,029. A cumulative issue costing the same amount would bring total printing costs to approximately \$50,000.

Personnel needs and costs are difficult to estimate, but the following figures seem realistic based on present Intellofax needs. Thirty indexers averaging GS-9 would cost \$165,000, 20 typists averaging GS-5 would cost \$73,000. An additional \$100,000 could,

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easily be expended on supervisors, editors, and compilers. Printing costs plus personnel costs would come to \$400,000. The Consultants estimated total cost was \$250,000. For comparison, the annual cost of the Intellofax system is approximated below. Equipment costs are given only for the Machine Division because the equipment costs for the other operations would be similar for any indexing system. Costs of the aperture card system are not included.

<u>Operation</u>	<u>No. of Personnel (average grade)</u>	<u>Cost</u>
1) Code	25 (GS-9)	\$133,500
2) Type Intellofax Mat	16 (GS-5)	56,000
3) Print Intellofax Card	3 (\$5,300 per year)	15,900
4) Machine Division (Key Punch, Processing Cards, Reference Service, Preparation of Intellofax Tape)	26 (GS-4 & 5)	100,500
5) Machine Division (Equipment Rental and Typewriter and Facsimile Purchase Costs)		44,230
6) Library Reference Service	2 (GS-9)	11,000
		<u>\$361,130</u>

b. An index containing citations to all information reports would pose security problems, particularly if it had to be contracted to a commercial indexing or printing firm.

c. If an index to information reports is feasible, it does not seem practical to also include books and FBIS materials as recommended by the Consultants. Including these materials would not only greatly increase the size factor, but these materials are different in subject form and content from information reports and take different types of indexing. In addition, analysts interested only in FBIS materials or books would not want to search hundreds of raw information report entries to find pertinent citations.

### C. Card Catalog

The card catalog as a replacement for or auxiliary to the Intellofax system has been considered by the task team because the Consultants recommended it or the printed bibliography as the retrieval system choices available to OCR.

The task team feels that a card catalog would be far superior to a printed bibliography because it would have greater depth and could have more complete annotations. Citations to documents would be entered in a card

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catalog approximately 4 weeks sooner than they would appear in a printed bibliography. The annual cost of a card catalog not derived as a by-product of the Intellofax system would be approximately \$212,500\* as compared to an annual cost of \$400,000 for a printed bibliography.

The discrete searching capability of the Intellofax system is considerably greater than that of a manual card catalog system. For this reason a card catalog could never be used as a satisfactory substitute for a machine system such as Intellofax. ✓

In its investigation the task team has been impressed with the advantages which can be derived from supplementing the Intellofax system with a card catalog. A card catalog would satisfy quick and non-discrete information needs while the Intellofax system would be used for more detailed searches when time was not a prime factor. Use of the catalog would materially reduce the number of expensive machine run searches. The card catalog could be used to satisfy many requests during week ends and off-duty hours when Intellofax personnel would not be readily available. Some requesters would prefer to make a rough search in the catalog prior to requesting an Intellofax run. In making this first rough search, guide cards and cross references would provide them with clues to allied subjects in their fields which they might not otherwise utilize in making a machine run request.

A card catalog could be provided for an annual cost of \$38,300\*\* as a by-product of the Intellofax system. This cost would be more than off-set by savings in the operation of the Intellofax system as machine runs are reduced by the use of the catalog.

\* The cost of an independent card catalog has been estimated as follows:

<u>Operation</u>	<u>No. of Personnel</u>	<u>Cost</u>
1) Indexing	25 (GS-9)	\$133,500
2) Typing Entries	16 (GS-5)	56,000
3) Maintaining Catalog and Providing Reference Service	6 (5 GS-5, 1 GS-7)	23,000
		<u>\$212,500</u>

\*\* The estimated cost of a card catalog using duplicate Intellofax IBM cards

<u>Operation</u>	<u>No. of Personnel</u>	<u>Cost</u>
1) Printing Additional IBM Cards	1 (\$5,300 per yr)	\$ 5,300
2) Punching Additional IBM Cards	3 (1 GS-4, 2 GS-5)	10,000
3) Maintaining Catalog and Providing Reference Service	6 (5 GS-5, 1 GS-7)	23,000
		<u>\$ 38,300</u>

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Additional space would be required to house a card catalog. Approximately 4,500 IBM cards are entered into the Intellofax system daily. It is anticipated that less ISC subject headings would be needed in the catalog than in the Intellofax system, e.g., use of subject modifiers in a catalog would be impractical. However, it would be advantageous to have a separate area file with full subject subdivision in the catalog. Therefore, figuring one fourth less subject entries, but a complete area file the total input to the catalog could reach 6,000 entries a day (1,000 documents averaging 3 subject and 3 area entries). The present 5-year cumulation of Intellofax cards is housed in IBM file cabinets 6 feet high (14 drawers) which take up 455 square feet including aisle space. A card catalog would have to be stored in lower file cabinets ( $4\frac{1}{2}$ -5 feet), but short IBM cards ( $3\frac{1}{2}$  x 5 inches) similar to the present source cards would be used in place of the long punch card. Therefore, if the input to the card catalog were comparable to the input to Intellofax, the card catalog could be filed in the same space as the Intellofax file (455 square feet). Figuring that the card catalog would have one third more input than Intellofax, the space requirements for the catalog would be approximately 605 square feet for a five-year collection.

The complexities of any future data processing systems (Minicard) increase the need for a quick manual searching device since the Minicard system eliminates the concise bibliographic references and presents foreseeable servicing problems. The benefits derived from the establishment of a card catalog as a supplement to Intellofax may apply equally well to Minicard. ✓

#### CARD CATALOG To replace INTELLOFAX SYSTEM

##### Advantages

1. Researchers are familiar with library catalogs and would derive satisfaction from making their own search rather than having it made for them as is done with the Intellofax system.
2. Can be used directly by the analyst thus eliminating the delay for an Intellofax tape.
3. Guide cards and cross reference aids would give the analyst clues to subjects allied to his field which he might not think of in discussing a machine run request.

##### Disadvantages

1. A card catalog does not have the depth inherent in a machine-searching system
2. A card catalog housed in the Library would be inconvenient for remote users.
3. A card catalog does not have the speed of a machine-searching system in obtaining discrete items of information.

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4. Catalog cards could be reproduced by the new photo system, and bibliographies could still be made available to consumers.
5. A card catalog would require less expenditure of funds.
6. The catalog would be used for requests during weekend and off-duty hours when Intellofax personnel would not be available.

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CARD CATALOG \*  
Instead of  
PRINTED BIBLIOGRAPHY

Advantages

1. A card catalog has more depth and higher intellectual level than a printed bibliography.
2. A card catalog would be housed in the Library where specialists would be available to aid users.
3. A card catalog has more flexibility than a printed bibliography. Cards can be arranged in various sequences, such as subject, area, series, to satisfy the individual needs of the research analysts.
4. More annotations can be made on the catalog card.
5. Citations to documents would be entered in a card catalog approximately 4 weeks sooner than they would appear in a printed bibliography.
6. Bibliographies would be bulky, unwieldy, and require a large amount of secure space in analysts' offices.

Disadvantages

1. Unavailable to remote users. The printed bibliography can be used by the analyst in his own office.

\* Assuming that the Intellofax system would be discarded

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CARD CATALOG  
To Supplement  
INTELLOFAX SYSTEM

Advantages

1. The catalog can be produced inexpensively by adapting the present Intellofax IBM card to catalog use.
2. Researchers are familiar with library catalogs and would derive satisfaction from making first rough searches themselves rather than having it made for them as is done with the Intellofax system.
3. If the catalog were arranged according to the ISC, there would be an ISC index available to aid users.
4. Use of the catalog would cut down materially on expensive machine run searches.
5. The catalog would be used directly by the requesters to satisfy quick and less complete information needs.
6. The catalog would be used for general searches and crash projects; and the Intellofax system for deep, introspective searches.
7. Guide cards and cross reference aids would give the analyst clues to subjects allied to his field which he might not think of in discussing a machine run request.
8. The catalog would be used for requests during weekend and off-duty hours when Intellofax personnel would not be available.

Disadvantages

1. Additional space would be required to house a card catalog.
2. Until such time as the card catalog reduced the requests for machine runs, it would require additional personnel and expenditures to maintain it.

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## II. Task Team Recommendations

A. Modify the Intellofax system for raw and finished intelligence materials as follows:

1. Adopt a revised and improved ISC.
2. Put more emphasis on expanding the bibliographic entry on the IBM card to reflect all of the coded information.
3. Reorganize the Analysis Branch on a subject/area specialty basis. Increase the specialty knowledge of coding personnel through limited external training or internal rotation. Examine measures that could be taken to ensure greater continuity of personnel in the coding operation.
4. Find ways to keep the coding analysts better informed on Agency information needs and priorities, e.g., periodic briefings, making available gaps in intelligence papers.
5. Improve the Intellofax reference service by assigning on a rotational basis a senior coder from the Analysis Branch to the Reference Branch to advise on the selection of codes on a machine run. (Task Team #2- Intellofax is studying this.)
6. Redesign the Intellofax IBM card to rid it of punched data of marginal value, e.g., the last four digits of the source locator. Code both the date of information as well as the date of publication. Allot 2-4 columns on the IBM card to designate by means of code the various equipment types, e.g., Soviet Fagot aircraft and Soviet Knife Rest radar.

B. The task team believes that there is no substitute for the extensive searching capability of a good machine indexing system. With the adoption of the improvements recommended above, most of the complaints against the present system would be corrected. However, a machine system cannot give the rapid service of a card catalog or a printed bibliography, and it denies the requester the advantages of making the first rough search himself. Therefore, it is recommended that in addition to the Intellofax system, a card catalog or printed bibliography be adopted for raw and finished intelligence. The catalog or printed bibliography would be used for general searches and crash projects, while the modified Intellofax system would be used for deep, introspective searches.

The printed bibliography has one major advantage over the card catalog; it can be used by the analyst in his own office. The card catalog has other advantages, however, that make it superior to the printed bibliography, i.e., higher intellectual level, more annotations, etc. Therefore, it is recommended that a combination Intellofax and card catalog system for raw and finished intelligence reports be established.

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It is feasible, at least on a trial basis, to have Intellofax document analysts indicate to the Machine Division on the Intellofax code sheet those codes for which an additional IBM card should be reproduced. The subject and area code can be printed by IBM machines in the upper left-hand corner of the card next to the bibliographic entry. The punched data would then be cut off and the card would be filed by the printed subject and area codes. In order to facilitate use of the card catalog, copies of the revised ISC index should be readily available and there should be liberal use of guide cards similar to those recently entered in the book catalog. The senior member of the document catalog maintenance staff would be available to aid and instruct users on the use of the catalog. A card catalog would satisfy quick and less complete information needs of requesters, but the machine capabilities of the improved Intellofax system could be exploited when time was not a factor or when only discrete aspects of certain subjects were required.

C. Intelligence research analysts have long requested that OCR provide an index to FBIS Reports. Agency analysts spend considerable time maintaining FBIS files in large part because there is no index to this material. The value of FBIS Reports can be judged by the fact that they constitute a large percentage of the source material used in CIA finished intelligence studies. FBIS Reports, which are more like newspaper and periodical articles and briefs than raw intelligence documents, would seem to logically lend themselves to a New York Times or Readers' Guide published index approach. Therefore, it is recommended that a study be made to determine the best indexing system and format for a monthly published index to the FBIS Daily Summaries and the Economic Abstract Cards. FDD Summaries might also be included in this index. If the present OCR staff can not handle an additional job of this magnitude, the index could be contracted to a governmental or non-governmental agency such as the Battelle Memorial Institute.

As indicated elsewhere in this report, the improved Intellofax system with the addition of a card catalog capability seems superior to a printed bibliography for raw intelligence reports. However, if a printed index for FBIS Reports proves successful, a re-evaluation of a printed index for raw intelligence should be made since it may be possible to overcome obvious disadvantages or the disadvantages may not prove as serious as they appear at present. The real advantages or disadvantages for a printed bibliography for raw intelligence can only be assessed through trial. A published index to FBIS Reports which would have many of the characteristics of a raw intelligence index, i.e., large volume and broad index approach, presents an excellent trial medium.

D. Continue the IFI on its present basis, i.e., an index to finished intelligence and intelligence periodicals.

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PART FOUR

"(6) it is feasible to make photostat copies of single copy enclosures for Acquisitions Branch customers."

## I. Consultants' Findings

A. "Many important items not only for the intelligence agencies, but for other government agencies, are sent in by the Publications Procurement Officers in single copies. A facility should be established in the Acquisitions Branch for the prompt reproduction of these items whether they be books, periodicals, newspapers, or documents, so that a better dissemination can be made to meet the needs of the government."

B. "Provision should be made as part of the Acquisition routines to make such photographic copies as are necessary for the users while providing for the immediate control of the copy received in the intact hard copy collection of OCR."

## II. Task Team Findings

A. During the period June-December 1957, of the items received in the Acquisitions Branch, 4,524 were reproduced to meet requirements within the government. This represents a sizeable reproduction load. Promptness is an important aspect of any such program. At present, the reproduction is accomplished in the [ ] plant.

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B. It is questionable whether the addition of a reproduction function administered by the Acquisitions Branch would completely solve the problem. A better solution would be to establish a branch plant of the Printing Services Division near or [ ] to perform the work.

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## III. Task Team Recommendations

A. Greater efforts should be made in emphasizing to the PPO's the need to procure multiple copies.

B. A branch reproduction operation, similar to the organization in "K" Building, should be established [ ]. The branch's main function would be limited to assisting the Library in handling the reproduction of publications received in an inadequate number of copies.

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TTR/3--Appendix A

8 October 1957

To : CIA Librarian

Subject: The ISC revisions and their possible effect on book cataloging.

1. It is believed that, as far as the cataloging of books is concerned, consideration should be given at this time to a shift from the ISC to the Library of Congress system of classification and subject-headings.

2. The ISC is currently being examined by an ADHIP committee for the purpose of revision; the Army Map Service area code has been so examined by another committee and will be replaced and/or supplemented with a new area code. If the Catalog Section is to profit from the new area code, which is a much-desired improvement on the AMS code, it should begin to use the new code when cataloging books. However, to use the new area code would require that the Section would also be forced to re-catalog the entire holdings of approximately 79,000 titles and to re-label that portion of the total CIA Library's holdings of 172,447 volumes which is on the shelves rather than on loan. If the revision of the ISC should be substantial, even if the Catalog Section continues to use the AMS area code, a large percentage of the CIA Library's holdings will have to be re-cataloged and re-classified in order to keep abreast of the Document Division practices.

3. Advantages and disadvantages of the ISC and Library of Congress systems are:

a. Advantages of the ISC:

1. The ISC was specifically designed to cover the topics with which the Agency is concerned.
2. Books and documents are subject-headed by the same system.
3. The index to the ISC is, in effect, the key to two different catalogs; the subject and area files for documents and the subject and area files for books. Both files are thus joined into one subject and area catalog for the entire processed collections of the CIA Library and the Document Division.
4. Tape-runs can be made to provide analysts with a bibliography in a relatively inexpensive manner which does not involve typing copies of catalog cards or preparing bibliographical lists in different formats.

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## b. Disadvantages of the ISC:

1. The ISC is a classified list of subject headings for documents, and as such is awkward as a classification system for books. The fundamental difference in the coding of documents and books is that books on similar subjects should be placed physically adjacent to each other, whereas documents are kept in the numerical order of accession. No check is necessary before using a code for a document, whereas the codes used in the past for other books must be compared for every new book.
2. As far as can be ascertained, no documents are ever received for such sweeping topics as "The conflict between East and West", "Taxes and fiscal policy in underdeveloped countries (as a source for funds for development)", etc. In order to cram what is a purely book subject into a document code, the ISC is often bent and twisted, and either additional codes are added in gross to indicate significant subjects or one amorphous general code is used. The Catalog Section has developed a whole set of ad hoc interpretations for certain codes which are not at all in complete agreement with the interpretations of the codes as used by Document Division.
3. Since the Catalog Section groups books by continent and then by country, it can not use related areas and it can not indicate bloc groupings such as the Arab League or the Satellite Bloc of Eastern Europe.

## c. Advantages of the Library of Congress systems:

1. The LC classification system was designed specifically for books. While it has its own internal weaknesses, e.g., rifles in US, SK, and VF, its use would eliminate much of the present difficulties brought about by forcing specifically book subjects into a document code.
2. The LC subject-heading list is an alphabetic word and/or phrase index to the subjects covered by the books in a collection. Its straightforward alphabetic nature seems easier to understand than a coded numerical listing.
3. It should not be difficult to work out a system of photographic duplication so that a bibliography of the catalog cards could be prepared easily for an analyst.

## d. Disadvantages of the LC systems:

1. The LC subject-heading list is a straightforward word and/or phrase list, and, by its very nature, creates a wide separation of like subjects and seeming subdivisions, e.g., Unemployment benefits and Supplemental Unemployment Benefits; Electronic data processing and Information storage and retrieval systems.

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2. LC cards are not available at the time that the Catalog Section is processing the books for 45 to 55% of recent books in English, 65 to 85% of recent books in Russian, and 75 to 80% of recent books in French, German, etc. However, the percentage of titles which are available would reduce the original cataloging load of the Section by 10 to 15%.
3. LC cards for books in Cyrillic languages are printed in Cyrillic characters and are transliterated by the LC system rather than the BGN system used by the CIA. To have cards for Russian books which would be uniform in appearance, the Catalog Section would either have to use a Russian typewriter for the books in Russian which it would give original cataloging or not use the available LC cards in Cyrillic characters. Any attempt to change LC transliteration into BGN transliteration without reference to the books themselves would be impossible, e.g., "ia's" into "ya's."
4. The LC systems are deficient in certain areas important to the Agency, e.g., communism, intelligence, security, etc. The LC system of classification and the list of subject-headings would require some re-working before they could be as suitable as the ISC. Area breakdowns can not be used with every subject listed in the LC subject-heading list. Furthermore, certain subjects would be meaningless if reversed, e.g., Russia--Statistics and Statistics--Russia are two entirely different concepts and to use and/or reverse both subject headings would make logical nonsense. As a result, there can not be a complete area catalog.

4. If the revision of the ISC results in a code skewed more to the requirements of the other IAC agencies and the needs of their documents and less to the cataloging of books--since the CIA is the only agency which uses the ISC for book cataloging--a shift should be made to the LC systems of classification and subject headings. If the revision of the ISC results in a code which can be utilized more effectively and efficiently for the cataloging of books, the ISC should continue to be used. One standard system for both books and documents has advantages which would be lost by shifting book cataloging to the LC systems. Furthermore, any revision of the LC classification system and subject-heading list to provide for those subjects of peculiar interest to the CIA, e.g., communism, intelligence security, etc., which are adequately covered only by the ISC, would have an unsuspected effect. Customarily, since using LC cards involves almost complete acceptance of the bibliographic detail as given, e.g., the descriptive cataloging, the classification, the subjects, and the added-entries, the work of processing those books for which there are LC cards is done by clerks rather than by catalogers and there is thus

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a substantial economy in the cost of cataloging. If each LC card must be scrutinized, the classification altered, and the subjects replaced by others from the CIA special subject-heading list, the work can be done only by professional catalogers. It would often be cheaper to ignore the LC cards and do original cataloging for the book. Furthermore, in addition to the large percentage of recent books for which no LC cards are available at the time the Catalog Section is processing them, no LC cards are available for classified materials or for large blocs of commercial directories, etc. Cards for older, as well as serial, Russian materials present the special problem of handling Cyrillic type-face and differing systems of transliteration, as well as the additional problem of providing a translation of the title into English--a job which no typist could be expected to do.

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/s/

Chief, Catalog Section  
Acquisitions Branch

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TTR/3--Appendix B

15 October 1957

MEMORANDUM FOR: Deputy Assistant Director, CR

SUBJECT: Cataloging Problems Requiring Policy Decision

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1. Attached hereto are two proposals that have been the basis of some discussion in the Library. They were prepared by [redacted] The memorandum of 4 October is primarily one of procedure: paragraphs 1 and 2 can go into effect as soon as practical. Paragraph 3 is a warning to me that help may be required. Paragraph 4 will be delayed. There are some objections to the 3x5", short IBM card: harder to handle vertically, no holes in them for threading onto drawer rods, etc.

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2. The 8 October memo [redacted] explains the pros and cons of the Intelligence Subject Code versus the Library of Congress system of subject cataloging. It is my recommendation that we continue to use the Intelligence Subject Code for our classification of books because it reflects the needs of intelligence most closely. If the current review of the ISC results in an extremely complicated, out-size list of headings we may reconsider. I am impressed by the fact that [redacted] recently ran a machine listing of the ISC headings he used for books and estimated that he has utilized about 75%.

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3. Any revision of the Intelligence Subject Code will require recataloging portions of our collection. It is good economy to consider revising the area cataloging at the same time revisions are made to the subject cataloging. When the ISC revision is adopted, we will revise our cataloging both subject and area-wise, working closely with Selection staff to review materials that may be obsolete. This will take time, but it would result in a more efficiently arranged catalog and collection.

4. The move of the Catalog Section to M Bldg. soon, together with approval of the points raised in this memorandum will cover most of the following recommendations in the Library Consultants' Survey: 33 - 39.

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/s/

[redacted]  
Librarian

Attachments (2)

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One of the problems of subject cataloging is that the subject heading list is also used as a classification system. Since various aspects of the same thing are treated as different subjects, there is often the necessity for a tedious search of the shelf-list to determine where other similar books have been placed. (E.G., a bomber as a commodity is 743.17; a bomber as part of the materiel of the armed forces is 373.1 or 461.2; research and development on a bomber is 666.202. A handbook prepared by the manufacturer on the design and operation of a bomber currently in use by the Air Force could be classified in at least 3 places.) A large part of the difficulty could be solved if:

- (1) All commodities would be listed in the 700 section only.
- (2) The 200, 300, and 400 sections would contain only organizational information about the armed forces; the 500 section would be general theory of tactics and strategy; and the 600 section would be pure science and general scientific and/or technical research.
- (3) The military aspects of the commodities would be reflected by slash-action codes in addition to those already used with part of the 700 section, e.g., A for Air Force, D for Navy. Research and development would be indicated by an R; weapon theory and usage by W.
- (4) The classification of the book about a bomber would be general, e.g., V/8--743.17--.B7; the subject heading would be specific and detailed, e.g., A-R-2-5/743.17, which would be read as: Airplanes--Bombers--Product specifications and description (including research and development)--U.S. Air Force.

Classifying books about commodities in one place and making use of additional detailed, specific aspect subdivisions of the subject would be an improvement not only over the present system but also, in many ways, over the present Library of Congress system. For example, the LC puts books about rifles in three places: US, SK, and VD; it puts books about electric furnaces in five places within three of the letter classes: QD, TK, and TN. The subject-headings are simple and direct: "Rifles" and "Electric furnaces," but there are no specific subdivisions of these subjects and the catalog user is referred to nine other places in the alphabetical catalog (eight of these are to specifically named types of rifles, e.g., Lee-Enfield.) Furthermore, since geographic subdivision of neither subject is provided for, the LC does not distinguish between Russian and British rifles, whereas such a distinction seems necessary in this agency.

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TTR/3--Appendix D

SAMPLE LIST OF U. S. GOVERNMENT LIBRARIES  
USING THE LIBRARY OF CONGRESS CLASSIFICATION SYSTEM

Note 1: This list is not complete. Data was obtained from Special Library Resources, Volume II, published by the Special Libraries Association, 1946.

Note 2: AFCIN, ACSI, and ONI do not maintain large book collections. The books which they receive (mainly as enclosures to intelligence reports) are forwarded to interested offices in their respective services, or are retained occasionally and filed by the ID number.

1. State Department Library
2. Civil Service Commission Library
3. Department of the Interior, Fish and Wildlife Service Library
4. Department of the Interior, Law Library (modified L.C.)
5. Bureau of the Budget Library
6. U. S. Maritime Commission Library
7. Department of the Navy, Bureau of Ordnance Library
8. Department of the Navy, Hydrographic Office Library
9. Department of the Navy, Naval Ordnance Laboratory Library
10. Army Map Service (LC for books, magazines, etc.; Williams for maps)
11. National War College Library
12. Department of Health, Education & Welfare, National Library of Medicine
13. Department of the Army Library
14. National Research Council Library
15. Federal Trade Commission Library
16. Public Housing Administration Library
17. Federal Deposit Insurance Corporation Library
18. U. S. Coast Guard Academy Library

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for higher quality of indexing and fuller annotation and better analysis, this staff might possibly be set at fifty people. Basing the space required on 80 square feet per person, this would require about 4,000 square feet of space, which would release another 2,500 square feet.

Total	
8,000	15,705

- 1/ p. 146 the Survey recapitulates "A room of approximately 3,000 square feet would provide for three to five years of hard copies of all documents received, plus a reasonable number of Photostat Expeditors, so that analysts could make copies of items they wanted without delay." Comment: The two year qualification as to capacity involves at current rate of receipt 758,000 documents. Note as underlined that the "analysts" would now reproduce their own copies - our current rate of printing is 35,000 prints per month plus wastage - 420,000 plus per year.
- 2/ The Survey's allowance for the first three space requirements listed above totals 4,000 square feet.
- 3/ The flow charts prepared by Management Office for the use of the Survey state, Chart I, that the IPI staff of 4 (Section Head with other duties, two indexers and a typist) processed 4,596 documents during 1956. On this basis the Survey proposal for an indexing staff of 50 must be multiplied by four.

Evaluation of Survey allowance of 3,000 square feet for storage: of 5 years of hard-copy document receipts.

#### Assumptions:

We project the 1956 rate of growth of 378,874 documents for the 5 years involved.

Records Management advises us to allow 2,000 pages per linear foot of storage space.

We calculate the square footage requirement for stack storage as follows:

3 foot shelves, 7 shelves per single-face section, 6 sections in a stack unit and double faced - thus, 42 shelves per side, 84 shelves per double face range, 252 linear feet of storage minus 10% or 25 linear feet for dividers and manila folders required to hold documents in place, yielding 225 linear feet net storage capacity per range.

About one half of our document receipts are of legal-size format - 14" x 8.5". We will store all documents on their sides on 10" shelves. We therefore require 2 x 14" or 28" plus 2" stack bracing

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or 30" for the range and contents and we would allow 42" aisles to accommodate staff and book trucks. 72" or 6' wide x 20' (6 3' sections and one 2' end aisle) equals 120 square feet per range unit.

These assumptions on stack storage are completely accurate for the present "M" Building Library facilities. We believe the 7 shelf height will hold for any other building because of the inconvenience of access to the 8th shelf. (In fact, browsing among documents on the lowest and on the 7th shelves will, in our opinion, prove totally unpopular.) (Assuming approval of user access by Security Office.)

Some saving of end aisle space will no doubt prove possible in a new building. Narrowing the 42" stack aisles which must accommodate stools, ladders and book trucks in addition to staff must surely prove to be a questionable economy.

Our camera operation cites an average of 5.4 pages per document filmed in Jan-Mar 1957. We apply this figure across-the-board to our entire take and adjust the results to allow for oversize enclosures and finished intelligence studies as follows:

A recent Analysis Branch sample showed 1 page of enclosure per 2 pages of cover document received, specifically in one week we processed 3,729 docs @ 5.4 p. or 20,136 p. of which 599 documents included enclosures totalling 10,844 pp. If we scale this down to an average of 6,000 or 60 pages per enclosure and assume 30,000 enclosures per year we get 1,800,000 pages additional take per year.

378,000 documents @ 5.4 p. ea	equals	2,041,000	pages	annual	growth	rate.
30,000 enclosures @ 60 p ea	"	1,800,000	"	"	"	"
	total	3,841,000	"	"	"	"

3,841,000 pages equals @2,000 pp per linear foot - 1,920 linear feet growth per year.

1,920 linear feet divided by 225 linear feet (capacity per 6-section stack) equals 8.5 stack ranges per year x 120 square feet per stack equals 1,020 square feet required per year or 5,100 square feet to house a five-year collection.

In addition, we require:	1 sorting room	300 square feet
	1 Kardex log room	300 square feet
	1 copy room for 3 expeditors, etc.	300 square feet
	1 room for users	300 square feet
	1 yr allowance for growth factors	<u>1,020</u> 1/ square feet
	Total	2,220

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Revised 5 year total space requirement - 5,100 plus 2,220 equals 7,320 square feet.

Additional comments:

1. Management of Hard Copy Storage:

This collection will grow at several hundred points. There is no way to predict the individual rates of growth. Steady shifting of collection to accommodate growth variations is inevitable. Assuming that we could start with 2,000 feet of stack space or enough for two years, the problems of management in the third through fifth year plus the costs of retirement will certainly prove difficult even granting that the additional annual allowances of space are forthcoming as needed. Another way of saying this is that a 5-year collection cannot be tightly packed into a 5-yr capacity storage area; the more any space allowance for growth is pared down by assuming dual use of initial area, the more staff is required to maintain an orderly collection through time by large-scale shifting of documents.

2. Housing in Filing Cabinets:

Assuming a growth of 1,920 linear feet of documents per year plus a one-year space allowance for growth and manipulation and assuming further that Security Office recommended cabinet filing for security and safety reasons our equipment and space needs would be the following:

5 drawer cabinets, 10 linear feet per cabinet or 192 cabinets per year; 5-year requirement 960 plus 192 for growth or 1,152 cabinets. Assuming 12 cabinets housed per 100 square feet of space gives a total space requirement of 9,600 square feet.

3. Staff Requirements - hard-copy storage:

Survey comment: "Assuming that only the present 60,000 documents were pulled from the shelves, the reshelving of these documents, which should be done by OCR staff rather than by the analysts, even at the low rate of 60 items per hour, would require only about a half man-year to keep this hard-copy file in order. An additional 350,000 documents would have to be shelved currently as received and this would require an additional 3-1/2 man - years. Since it may be anticipated that the use of the documents would increase greatly if hard copies were available for immediate consultation and since there might be cases in which the analyst might well sit at a table and have the documents brought to him, it would probably be well to provide for a peak-load staff of seven or eight clerical attendants to bring documents from the shelves and to keep them filed and in order.

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"Since the entering of items as received and claimings of items not received should be absorbed in the acquisition process, this would substitute seven or eight stack attendants for the group of about 20 who are involved in the IAC Unit, the Copy Unit and the Aperture Card Unit of the Machine Division. It would also make it completely unnecessary for the Search Unit of the Circulation Section to handle incoming requests for documents which is the largest part of their job, so that unit could be eliminated." pp. 146-47.

Recap Unit	present T/O	Recommendation
Search Unit	11	abolish
IAC Unit	5	abolish
Copy Unit	7	abolish set up 8 man stack unit
Aperture Card Unit		
Mounting	3	abolish
Keypunch	.63 1/	abolish
Card processing	.9 1/	abolish
	27.5	use 8, save 19.5

## Our comment:

- 1) The Survey assumes that analysts will come to the storage center - at present? and in the new building? 50% of our requests come by mail, today. An estimated three-quarters of our requesters know exactly what document(s) they wish to see. Surely under any system it will constitute better service to send the documents to them on their deadlines as we have been doing for many months. This would in no way prevent analysts who prefer to call in person from doing so. Question: Do Agency and IAC customers receive service by mail? If so we staff to pull requested documents from the shelves, to copy them (if reproducible) and to maintain minimum records. Since many document identifications are partial we also staff a Control Section to complete the identification.
- 2) The Survey omits from this discussion the problem of achieving an inviolate collection of IAC enclosures - (Discussed in the OCR reply to recommendation #80). As we see it at the present time up to one-third of the enclosure traffic is unobtainable at reasonable reproduction costs. Any requested enclosure which is not in the proposed hard-copy collection means a special retrieval sequence at high cost.
- 3) The Survey anticipates that "the use of the documents would increase greatly if hard copies were available..." and makes no mention here of the reproduction costs which they presumably will have the

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analyst bear since they give us no staff for this purpose. Our guess is as good as theirs on what this might involve. At present we print about 35,000 paper copies from aperture card film each month. We bear an added wastage cost of perhaps 10 - 15%. An estimated 5% of the documents are either partly or totally illegible for machine copy purposes. Copying is a purely clerical matter. The analyst who wanted 100 pages of text would never achieve a trained clerk's production rate of 4 - 5 prints per minute. We doubt that he would stick with the machine through one fifteen-minute session of copying and feel certain that he would call for help immediately on the first page of poor copy he met up with. We would plan on manning the copy machines full-time. Three machines means a T/O of 3 with no allowance for error nor for the predicted increase in traffic.

- 4) The Survey states that their assumed rate of reshelving of documents at 60 per hour is low. They indicate no document library where we can go to see such performance. These are documents, not books, and will be housed at the rate of about 400 per linear foot. Refiling is a matter of slipping despatch 68 in between 67 and 69; unlike refiling in cabinets shelving will often involve pulling the whole lot of documents near the filing point in order to return the given document without damage. One rough check on their estimate can be made in terms of space maintenance per man. They allocate 8 clerks to a 3,000 square foot area which comes to about 380 square feet per clerk or 3 possibly 4 ranges of shelving. We estimate 6,000 plus square feet of storage area plus constant shifting of collection, plus service of mail requests. At 380 square feet of assigned area per clerk we would require a T/O of 16 - which compares not unrealistically with the 8 or 9 we employed in 1953 for an incomplete hard copy collection in cabinets a fourth smaller in annual rate of growth and a third smaller in rate of use.
- 5) The Survey assumes that logging in and claiming of documents not received can be absorbed by their new Acquisitions operation. At a rough calculation this means the reallocation of 5 existing jobs. 378,000 documents per year processed in no sequence are to be logged by source post before delivery to the storage area. This surely means for example the sorting out of all the London despatches received on the given day and their arrangement by despatch number. Assuming that 1 man can do the sorting at the rate of 1,500 per day or about 200 per hour. Assume 2 checkers can mark Kardex cards at 750 per day or about 100 per hour. Minimum requirement 3. Deduct 25% from the time of staff on duty for leave and training and make no assumption about fluctuations in load and staff turnover and the Survey's regular allowance of 60% staff for peak load is certainly justified in this instance giving a total sort and checking in T/O of 5.

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In summary: the Survey appears to have taken a rather superficial approach to the staffing up of a hard-copy document operation. We doubt that any realistic estimates can be established for some of the costs at this time, in which case a liberal and long-range allowance for extra T/O would certainly need to be included in any final plans for such an operation. Against the Survey proposed T/O of 8 stack clerks we would lay the following for first comparison:

Sort and check (Acquisitions)	5
File - Survey space 3,000 square feet, T/O 8	
OCR estimate 6,000 square feet	
T/O minimum 12, probable 16	12
Copy service - 3 machines	3
Search Unit (i.e. customer service)	
4 search book requests 1/	
6 search document requests - mail, tele- phone and in-person 2/ (includes super- visor)	6
1 mail clerk	$\frac{1}{27}$ 3/

- 1/ Agree that this can be absorbed in the new building on the assumption that Acquisitions personnel will have ready access to book catalog and stacks. The fact remains that many requests come in incompletely identified for purchase purposes or for books that need not be purchased because loan copies are immediately available from our shelves. This is an optimistic assumption.
- 2/ Even were a directive issued which required library users to call in person there will be many requests for assistance in locating files, reaching high shelves, explaining missing items, etc. We would assume present load pattern (including mail and phone requests) and start with 6 analyst assistants.
- 3/ The Survey justifies 3 of its T/O of 8 to handle peak load. This cushion of 37% is present in the above rough figures and partially so in our present-day operation. One man-year or 261 work days minus 8 holidays equals 253 or @8 hours per day, 2,024 gross man-hours per year. Omitting turnover vacancies and apprenticeship costs, the employee is unavailable 17 days due to annual leave, 10 days due to sick leave and 12 days (5% of 253) for agency training for a total of 39 days leaving 214 days of duty at 7 hours per day or 1491 hours. This represents a 25% deduction and leaves a productivity potential of 75% of gross hours on duty before present high rate of turnover is taken into consideration.

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## CENTRAL INTELLIGENCE AGENCY

## OFFICE OF CENTRAL REFERENCE

SELECTION

TASK TEAM REPORT NO. 4

TTR/4

28 February 1958

MEMORANDUM FOR: Assistant Director, Central Reference

SUBJECT : Final Report on Selection of Publications, Task Team No. 4.

## 1. Membership

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The Task Team membership consisted of:

[redacted] Chairman, Document Division, OCR

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[redacted] Requirements Staff, [redacted]

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[redacted] Fundamental Science Division, OSI

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## 2. Method of Task Team Operation

a. Each member read the Consultants' Report. The group discussed its own terms of reference, then decided to interview all personnel engaged in selection. Each member studied background papers on the development of selection criteria and each investigated, separately, selection in the branch libraries in K Building and Barton Hall and also in selected OSI and FI divisions. The members also discussed with officials in their offices, and the Chairman in ORR, various approaches to the development of selection standards, primarily as a basis for judging the current standards.

b. The Team met and each member expressed his thoughts on the whole range of topics in the terms of reference. There was substantial agreement on issues and conclusions. Each member submitted his contribution for the report on whatever he desired. The Chairman integrated them into a draft. The Team met again and suggested modifications of form and substance. The draft was reviewed by the Coordinator, and a rewritten version was finally approved by the Team for submission.

## 3. Recommendations

The recommendations contained in the body of the report are that:

a. A proposed selection policy and criteria be drafted covering at least the elements described as being necessary for comprehensive and concrete guidance to the selection staff and in consonance with one or more approaches described for the development of selection criteria. See page TTR/4-11.

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TTR/4-2

- b. The draft selection policy and criteria be submitted to CRAG for review, final approval, and publication, initially and periodically thereafter, in order to obtain widespread and consistent guidance from user components. See page TTR/4-5.
- c. The committee of Library selection consultants be designated a channel subordinate to and an extension of CRAG representation. See page TTR/4-5.
- d. Branch Libraries be abolished when the new building is occupied, and their materials turned over to appropriate specialized collections where such exist. See page TTR/4-11.
- e. Specialized book collections maintained at Office, Division, or Branch level be cataloged or otherwise described for the library system so as to be available to other components through Reference Branch. See page TTR/4-11.
- f. Methods be adopted, as suggested, or otherwise, whereby space and cataloging manpower limitations will not be severe restrictions on selection. See page TTR/4-11.
- g. The selection function remain in Reference Branch, but that the Selection Officer continue to utilize the linguistic and bibliographic capabilities of Acquisitions Branch. See page TTR/4-12.

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 Task Team Four
 

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Attachment:  
Final Report of Task Team Four

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TTR/4-3

## PROJECT FOUR: SELECTION OF BOOKS AND OVERT SERIAL PUBLICATIONS

## I. PROBLEM

- A. To study book and document selection criteria and determine the proper location of the selection function in the organizational structure; specifically to determine if:
1. The Agency staff participates in the selection process.
  2. There is a satisfactory selection policy.
  3. The selection function should be in Acquisitions Branch or in Reference.
- B. The frame of reference of this report in relation to the Consultants' Report is described in Appendix B.

## II. Does the Agency staff participate in the selection process?

## A. CONCLUSIONS:

1. At the time of the Consultants' study, the Agency did not participate in the selection process in a regular, organized manner.
2. The recently instituted method of utilizing subject experts as consultants for selection has given little evidence so far that it will in itself make more than a minor contribution to selection.
3. A high level committee of office representatives, such as CRAG, to periodically review, approve, and publish Agency selection policy and criteria will provide more comprehensive and consistent guidance to selection.
4. The reference librarians are strategically located to consider user needs for additional library materials as developed in requests for information addressed to them.

## B. FINDINGS:

1. The CIA Librarian concedes that Conclusion 1 above is valid in his rebuttal paper on book acquisition policy. Participation was obtained, in a sense, by having the selection staff review publications purchase orders for materials to be added to office collections. The CIA Librarian admits that "this is at best, however, an incomplete method of communication."
2. The CIA Librarian has addressed a memorandum, dated 28 October 1957, to Agency offices requesting them to designate subject experts to assist in the formulation and implementation of a selection policy. It also described a procedure for obtaining the advice of the experts in making the final selection of a publication.

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- a. The experts have no guidance on how to make a selection for the Library in contrast to their own office collections and branch libraries.
  - b. The methods may be successful in obtaining identification of specialized publications needed for the current missions of the components represented. The initiative for specialized publications should come from the experts rather than await their advice for the final selection. The selection aids available to the Selection Officer in specialized scientific fields are inadequate.
3. The Central Reference Advisory Group (CRAG) can be an effective instrument for obtaining wider participation in the selection process. Its function would be to:
- a. Provide broad, general guidance on policy, criteria, and procedures. It would perform two continuing duties:
    - (1) Review and updating of policy and criteria. It would ensure that they were wholly satisfactory and responsive to the components represented. Modifications and additions could be submitted by individual representatives on their own initiative at any time. Review and re-endorsement, on the other hand, should be undertaken at prescribed intervals, perhaps annually, as a formal function of the group.
    - (2) Dissemination to the selection staff of research programming and project planning papers. Many Agency components and other Library users engage in precise intermediate and long-range planning of future activity. An example of a programming paper is the Annual Progress Report of the Economic Intelligence Committee. If the reference function is to be dynamic in anticipating requirements, the selection function must, by the same token, be one lap ahead of the reference librarians. The documentation needed for the Library to develop periodic, precise selection requirements for scheduled projects should be a direct responsibility of CRAG.
  - b. Suggest specific subjects and titles voluntarily, but the group should not become a regular channel for all publications individuals may desire.
4. The individual Library user is the originator of the need for specific titles. The reference librarian is the natural point of contact of the user; he is strategically placed for a customer relations role.

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- a. There need not be required a specific act to enable individual users to participate directly in selection. Good service in fulfilling reference requests, which in themselves reflect research needs, will lead to identification of selection needs.
- b. Although Agency components currently spend about 50% of a publications procurement budget, far too many individual users are not aware that they may request procurement of needed publications. The reference librarian can make this fact more generally known.

## RECOMMENDATIONS:

- 1. The two methods of CRAG guidance and reference librarians' discussion of user needs during normal, routine contacts are not incompatible or mutually exclusive.
- 2. It is recommended that:
  - a. A draft selection policy and criteria be submitted to CRAG for its review, final approval, and publication.
  - b. The committee of Library selection consultants be designated a channel subordinate to and an extension of CRAG representation.

II. Is there a satisfactory selection policy?

## A. CONCLUSIONS:

- 1. The selection policy is not satisfactory in the sense that:
  - a. There are selection standards and practices for which there is no official endorsement.
  - b. The written statements of policy, criteria, and procedures are incomplete.
  - c. The current method of developing selection criteria does not provide for all of the selection interests of the Agency.
  - d. Limitation of space and cataloging manpower has restricted selection.
  - e. The branch library collections are inadequate for reference center service.
- 2. The selection policy is satisfactory in the sense that:
  - a. Selection is oriented to Agency and not IAC interests.
  - b. There has been no attempt to integrate office collections into one central collection.
  - c. A strong reference and bibliography collection has been emphasized.

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## B. FINDINGS:

1. The term "satisfactory" is susceptible of many meanings. The Task Team finds that the current policy and criteria are primarily inadequately articulated and incompletely developed. Although it is not necessary that all details be spelled out in written form, there are some practices which are sufficiently important to warrant official approval or disapproval.

- a. Written and de facto standards.

- (1) The broad selection policy, dated 20 February 1951, quoted on page 11 of the Consultants' Report, is apparently the first formal statement of its kind. Prior to that time, the Library acquired reference works, by gift and purchase, concentrating on the works necessary to the reference librarian's trade. The policy quoted was probably a summary of existing practices. The next major paper on selection is dated 18 June 1956. The 2 October 1957 paper is a minor revision thereof. See Appendix A. They are primarily reports on criteria and methods, essentially a summary of practices developed over the years. The CIA Librarian's rebuttal paper on acquisition policy, cited in paragraph II, B, 2 above also contains a broad statement of policy. The major premises and principles of those papers may be paraphrased as follows:

- (a) Space and economy are limiting considerations. In addition, there are important research libraries located nearby.
    - (b) Reference works are selected on the basis of their pertinence to the interests of the Agency, using as a guide generally the subjects listed in the Intelligence Subject Code.
    - (c) The collection of publications should be current and basic and should cover as many areas of CIA responsibilities as the Library has knowledge.
    - (d) Books for the general collection are selected on the basis of established area priorities and specified subject categories.
    - (e) Emphasis is placed on all publications relating to the USSR, and the same consideration is given to the Satellite States.
    - (f) Books on non-Bloc areas are selected to provide recent significant studies and all standard background books.
    - (g) Books, the content of which is identified by subject and not related to an area, are selected in relation to the general subjects of the Intelligence Subject Code.
    - (h) New publications are selected by reviewing bibliographies, library journals, and other selection aids; by scanning book purchase orders; and by screening books received from Publications Procurement Officers and materials received from other internal sources. This is conventional library selection technique.

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- (2) There are certain principles and practices which are not prescribed in officially endorsed policy. Although the AD/CR approved the criteria contained in Appendix A, there is no evidence that the standards described below have been reviewed and approved by higher authority. The de facto standards may be stated as follows:
- (a) The Selection Officer does not choose materials in so-called exotic languages, that is, Oriental and other non-Roman alphabet languages except Russian. In addition, she selects only English language serials for the main library.
  - (b) Acquisitions Branch procures all serials obtainable from the USSR and Mainland China even if there are no particular requirements therefor. The same is true for the rest of the Bloc except that coverage is more selective for East Germany and Poland.
  - (c) Acquisitions Branch provides FDD with the opportunity to select publications in exotic languages to fulfill its exploitation requirements.
  - (d) Substantial reliance is placed on important research libraries nearby for "historical material" in fields covered by them, but no consideration is given to the holdings of other IAC agency libraries except occasionally State Department.
  - (e) Area priorities are not adhered to rigidly and are sometimes ignored.
  - (f) Space limitations account for a rigid weeding program.
  - (g) Circulation Branch decides how many copies of a publication to purchase based upon prospective needs of borrowers.
  - (h) The branch librarians make their own selection decisions, limiting the branches to small reference collections. They scan book purchase orders from components they serve and also re-order annuals.
- b. The selection staff needs more comprehensive and concrete guidance from higher authority. Considering the uncertainties involved, the selection librarians appear to merit commendation for their performance. In order to constitute reasonable guidance, a statement of selection standards should contain certain elements. There should be:
- (1) A common understanding among the selection staff, advisers on selection, and Library users of the Library's role in CIA, its relationship to its users, and the quality of the collections desired.
  - (2) A definition of what are "current" publications in contrast to "historical" materials and what constitutes a "live" collection as a basis for weeding.

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- (3) A statement on how and to what extent the proximity of important research libraries is a factor in selection.
  - (4) Guidance on how much foreign language material is to be selected for the main library. The number of books being cataloged in English and foreign languages is about equal. Only about 22% of the book circulation is in foreign language.
  - (5) Guidance on when to shift subject and area emphasis, e.g., to areas threatened by Soviet infiltration.
  - (6) Specification on how or to what extent the Intelligence Subject Code and various collection guides are to be used as selection aids.
  - (7) Formal delineation of the respective interests of the Library and the Registers with regard to materials of direct interest to the Registers. Papers have been drafted at the selection working level but not officially adopted as policy.
  - (8) Provision for deposit of specified categories of publications as part of the Vital Materials program.
  - (9) A prescribed method of regular follow-up on procurement orders not fulfilled. The results of several attempts made so far have been disappointing. This is a deficiency of the PPO system.
  - (10) A current statement of the Selection Officer's powers and responsibilities, administrative channels to be used to achieve the objectives of the program, and the distribution of functions which are in fact distributed.
- c. Formulations of selection doctrine tend to be philosophical or vague in the same measure as theories of intelligence. There are, also, varying interpretations of the role and functions of CIA in the intelligence community. These, in turn, condition definitions of the mission of the CIA Library. There may be said to be three approaches to the development of selection standards. A considered combination of these approaches may provide best for the short and long-range interests of the Agency.
- (1) Present method. The current selection criteria are intended to delimit broad subject categories in terms of space and time, that is, with area priorities and emphasis on "current" materials. The subject categories are refined by successive definitions of the terms used.
  - (2) Liberal procurement. There have been in recent years annual selection budgets for the main library of \$20,000-\$25,000. The library spends almost as much money for salaries of personnel engaged or assisting in selection. It may be false economy to apply restrictive selection criteria.

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- (a) Books and periodicals are cheaper than people. The cost of a book is less than that of a short information report even though the latter does not represent a direct expenditure by CIA. If one considers publications as simply another form of intelligence materials, it seems parsimonious not to procure in a liberal manner. Obtain for the intelligence analyst as much as he can use. The cost will be a very minor portion of the intelligence collection budget.
- (b) Both the U.S. and Great Britain publish only about 23,000 original editions a year. Of that number, only about 13,000 could have any possible relevance to intelligence. Of the number published in English, French, and German, only about 25,000 a year could have any possible relevance to intelligence.
- (3) Analogy to intelligence requirements. The Library would develop publications requirements for scheduled projects just as other activities plan the collection of information. The method for doing so is described in paragraph II, B, 3 above.
- d. OCR has had no control over the amount of space allotted for Library use. Space has been and remains a limitation on selection. Books selected for the main library are ipso facto cataloged. Not all items selected need be cataloged and not all of them need be shelved on Library stacks.
  - (1) There are methods whereby space can be used flexibly. Many books could be retired to warehouse shelving in Records Center when relatively inactive. More specialized publications can be assigned to appropriate branch libraries and collections of Agency components and retired when inactive. Some publications can be disseminated in accordance with requirements by Acquisitions Branch or treated as documents by Document Division.
  - (2) There are under consideration methods of reducing cataloging costs, such as using Library of Congress cards and simplified techniques otherwise. Materials purchased under a liberal concept, for which there is no immediate need, can be withheld from Library shelving until the need becomes apparent. An example of such a need is the current increased OSI interest in Soviet education.
- e. The branch libraries are useful primarily as a channel for ordering books from the main library and as information centers for Library facilities. Their collections of materials are inadequate as reference centers. Most offices prefer to try to acquire what they need for their own office collections. More often than not, they prefer to use specialized research libraries in the area.

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2. Current standards and practices on matters discussed below are considered correct and desirable.

a. The Library's primary function is as a service to CIA even though it offers its services to personnel of other IAC agencies. Its usefulness to others is greatest when it is most successful in orienting itself precisely to the needs and interests of CIA. It is in its character as the CIA Library that it becomes identifiable, and its particular values comprehensible, to the outside user.

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b. Special book collections maintained by branches or higher components in various parts of the Agency aggregate an important CIA asset. Most of them are highly specialized, and because they are maintained by the user, self-interest insures a jealous concern with their continuing high quality.

(1) Notable among such collections are several devoted to specialized areas of science in OSI, the local geographic and directory materials in CS/SR/6, and the biographic directories in OCR/ER. The foreign language materials held in [ ] Branch Library, although a part of the CIA Library, are functionally similar to this group of special collections because of their very close relationship to [ ] and their responsiveness to the requirements of that Division. Although these collections differ widely in the extent and intensity of coverage and in other respects, they have certain characteristics in common: The overall Agency interest in these materials is concentrated, probably from 80 to 99 per cent, in the component maintaining the collection. The amount of materials on the specialized area covered is probably greater than would be warranted in the CIA Library itself.

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(2) These materials, however infrequently, can fulfill informational needs of other Agency components. It appears that the more complete knowledge the selection staff has of the nature, scope, and purpose of these collections, the better assistance it can give in suggesting titles for inclusion in the collections. Conversely, the more the reference librarians know about these collections, the better equipped they will be to refer to such collections when other researchers seek information that might be found in them.

(3) These independent collections, based on substantial self interest of the maintaining components should be given some form of official auxiliary status within the Agency Library framework. This status should carry with it the privilege of receiving assistance from the selection staff on a continuing basis. It should carry the obligation of servicing, assisting, or opening the collections to other Agency personnel referred to them by the reference librarians on subjects covered by each collection. The reference librarians' knowledge of such collections could vary from complete cataloguing (the 61/6 collection is now catalogued by the Library) to a general statement of the scope and aims.

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Lastly, the main library, if this system is put in effect, could and should reduce duplication of titles in the main library and in the special collections to an absolute minimum.

- c. It is undoubtedly true, as the CIA Librarian has written, that "there is no way whereby an intelligence library can anticipate what area of the world becomes crucial overnight," and, he might have added, subject matter too. In addition, it is not possible to anticipate always which particular publications will be of value for known interests or, indeed, to procure those so identified. A strong reference and bibliography collection provides the best assurance, in so far as it is possible, for broad range of coverage and catholicity of needs.

#### C. RECOMMENDATIONS:

##### 1. It is recommended that:

- a. Selection standards be drafted that will cover at least the elements described in paragraph III, B, 1, b above and be in consonance with one or more approaches to the development of selection standards described in paragraph III, B, 1, c above. (As suggested by the Coordinator, the CIA Librarian has been given an extract of those elements so that he may initiate immediately the drafting of a selection policy and criteria.)
- b. The de facto selection practices described in paragraph III, B, 1, a (2) above be explicitly approved or disapproved.
- c. Methods be adopted whereby space and cataloging manpower limitations will not be severe restrictions on selection.
- d. Branch libraries be abolished when the new building is occupied, and their materials turned over to specialized collections where such exist.
- e. Specialized book collections maintained at Office, Division, or Branch level be cataloged or otherwise described for the library system so as to be available to other components through Reference Branch.

#### IV. Should the selection function be in Acquisitions Branch or Reference Branch?

##### A. CONCLUSION:

1. The selection function should be in Reference Branch, in order to:
  - a. Make the library collections the expression of the full interests of the Agency.
  - b. Keep the selection activity physically and organizationally close to the reference activity.
  - c. Ensure the effective and expeditious review and selection of materials appropriate to the collections and intelligence document channels.

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## B. FINDINGS:

1. In addition to its procurement function, there are some selection activities performed by Acquisitions Branch which make it appear logical for selection to be placed in that Branch. There are more persuasive reasons, however, for retaining selection in Reference Branch.
  - a. The selection staff of Reference Branch and the personnel of Acquisitions Branch perform the following functions respectively:
    - (1) Selection staff. It identifies, orders, and screens publications for the main library; it searches the catalogs and bibliographic tools. It is curator of the bibliographic collection, serves as Agency representative at the U.S. Book Exchange, and renews subscriptions to serials for the main library. It helps weed the general collection.
    - (2) Acquisitions Branch. It has four roles: procurement of foreign publications for all departments of the Government; procurement of all publications for CIA; a reference facility for CIA with regard to publications in "exotic languages"; and a branch library for [redacted]. The Branch also provides selection assistance by translating title pages in languages in which the selection staff has no competence.

- 
- b. The importance of the reference staff to selection is described in paragraph II, B, 4 above. It should be possible for the individual user to discuss his needs with the selection staff as a normal part of reference service. In addition, the reference librarians constitute an adjunct selection staff by screening assigned selection aids.
  - c. The flow of incoming documents contains some materials which may be appropriate for selection. The present practice is to lay aside those materials at the point of entry for examination by an assigned member of the selection staff. It is essential that they be screened promptly so as not to delay dissemination. This can be done most expeditiously by proximity to the point of entry.

## C. RECOMMENDATION:

1. It is recommended that the selection function remain in Reference Branch and that the linguistic and bibliographic capabilities of Acquisitions Branch continue to be utilized by the Selection Officer.

## Attachments:

Appendix A: Selection Policies of the CIA Library

Appendix B: Task Team Frame of Reference

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TTR/4--Appendix A

2 October 1957

MEMORANDUM FOR: CIA Librarian  
THROUGH : Chief, Reference Branch  
SUBJECT : Selection Policies of the CIA Library.

The revised report on the criteria and methods used for the selection of books for the CIA Library is submitted for your information.

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Chief, Selection Section

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C-O-N-F-I-D-E N-T-I-A-L

30 September 1957

## CRITERIA FOR THE SELECTION OF BOOKS FOR THE CIA LIBRARY.

INTRODUCTION

The following report will discuss the policies used for the selection of books to be added to the CIA Library. Most of these policies have evolved over the years since the Library was started and are based on a practical approach to the needs of the Agency, with the due consideration to the wealth of library resources in the Washington area. It is acknowledged that these policies cannot be considered hard and fast. Flexibility must be admitted to allow for changing needs and interests.

The fields of interest of an intelligence agency are so diverse that a library servicing such an agency could conceivably add almost every new domestic and foreign publication to its collection with the expectation that eventually all would prove useful to someone. That, of course, is impossible. The Library has limited space for storage of books; money is always a consideration; and important research libraries are available in the area. Limitations have had to be imposed. The primary emphasis has been on the collection of material on the USSR, the Satellites, China, and perimeter areas in the fields of interest to the Agency. Secondary emphasis has been placed on the collection of material on the subjects of intelligence, espionage, and scientific warfare. Other subjects will be discussed in the body of the report.

SOURCES

New publications are selected for the Library by checking the book notices in the standard foreign and domestic bibliographies, library journals, publishers' catalogs, and other selection aids. The Selection Officer and the Assistant Selection Officer check all English language publications. Foreign language publications are checked by the language specialists in the Information Section of the Reference Branch. A list of periodicals regularly checked for new publications follows:

1. American Documentation
2. ASLIB Book-list
3. ASLIB Information
4. Biblio
5. Bibliografia Hispanica
6. Bibliografiya Jugoslaviye
7. Bibliographie de Belgique
8. Bibliographie de la France
9. Boletim Bibliografico Brasileiro
10. Boletim Bibliografico Mexicano
11. Bookseller
12. College and Research Libraries
13. Dansk Bogfortegnelse
14. Deutsche Nationalbibliographie (Series A)
15. Deutsche Nationalbibliographie (Series B)
16. Journal of Documentation
17. Knizhanaya Letopis
18. Library Association Record
19. Library of Congress Information Bulletin

C-O-N-F-I-D-E N-T-I-A-L



## C-O-N-F-I-D-E-N-T-I-A-L

20. Library of Congress Quarterly Journal of Current Acquisitions
21. Library Journal
22. New Technical Books
23. Nieuwe Uitgaven in Nederland
24. Oesterreische Bibliographie
25. Public Affairs Information Service Bulletin
26. Publishers' Weekly
27. Retail Bookseller
28. Schweizer Buch, Series A
29. Schweizer Buch, Series B
30. Special Libraries
31. Stechert-Hafner Book News
32. Subscription Books Bulletin
33. Svensk Bokforteckning
34. Technical Book Review Index
35. UNESCO Bulletin for Libraries
36. Weekly Accessions List, Department of State
37. Wilson Library Bulletin

All Agency book purchase orders which are received in the Search Unit are scanned daily by the Selection Section for titles of interest to the Library. Books ordered by all offices of the Agency are examined and screened for cataloging in the Acquisition Branch of the Library by the Selection Officer and the Assistant Selection Officer. In addition, analysts and other readers are encouraged to inform the Selection Officer of publications which they recommend for the Library collection. 25X1

Many books come to the Library constantly on a "no-order" basis. Much of the foreign language material is [redacted] screened every week by the Selection Officer who spends a day [redacted] for that purpose. Enclosures to documents are examined daily by the Assistant Selection Officer for publications which should be cataloged for the Library. In addition, much material is received from the Map Library, the Branch Libraries, and the Book Desk. All of this is searched and screened in the Selection Section. 25X1

II. REFERENCE AND BIBLIOGRAPHIC COLLECTIONS

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The Reference Branch endeavors to maintain an up to date collection of reference works to provide facilities for bibliographic and information research for the Agency. Reviews and announcements of new reference publications are usually found in professional library journals and in publishers' trade announcements. The basis for selection of new reference books is their pertinance to the interests of CIA, using as a guide generally the subjects which appear in the Intelligence Subject Code. The Reference Collection provides the following types of publications:

A. Bibliographies. The Library places emphasis on providing both general and special bibliographies, national and trade bibliographies, index and abstracting services, accession lists, lists of dissertations, etc. Files of these are bound and kept in the Bibliographic Room. Back issues and missing issues are procured when possible through the United States Book Exchange.

## C-O-N-F-I-D-E-N-T-I-A-L

B. Directories and Yearbooks. The Library provides as far as possible the most recent editions of the following types of domestic and foreign directories and yearbooks:

General place directories  
 Telephone directories  
 Specialized directories of subjects or classes of people  
 General trade directories  
 Specific trade directories  
 Directories of societies and institutions  
 Directories of telegraphic addresses

C. Encyclopedias. The Library provides the standard general encyclopedias both foreign and domestic and the specialized encyclopedias of interest to CIA.

D. Dictionaries. The Library provides an extensive collection of dictionaries. The emphasis is placed on bilingual dictionaries from the foreign language to English. However, monolingual and polyglot dictionaries are also provided. Both general and subject dictionaries are procured.

E. Biographical Reference Works. The Library provides both foreign and domestic Who's Who publications of a contemporary nature.

F. Material about Libraries. The Library provides publications relating to libraries and to library science. This includes all new publications relating to automation in the field of data processing.

G. Treaty Collections. International and various countries, old and recent.

II. GENERAL COLLECTION

A. The books in the CIA Library are arranged by area and subject and the approach to the selection of books to add to the Library is also by area and subject. The areas in order of importance are: USSR, Satellite States, Communist China, Middle East, Southeast Asia, Western Europe and the British Commonwealth, Africa, North and South America, the Arctic and Antarctic Regions.

Emphasis is placed on all publications relating to the USSR. Books in English on all phases of Russia's history, development, economy, science, culture, and politics are purchased. Books in the Russian language which are screened  are considered from the point of view, so far as can be ascertained, of the Agency's interests. Recent technical books, collections of scientific papers by academicians, books on industrial management, agronomy, communications, meteorology, mining, regional travel, Russian history, geography, automobiles, tractors, locomotives, construction industry, weapons, civil defense, nuclear energy, laws, guide books, etc. are all retained for the Library. Books not added to the Library have included books of a purely theoretical nature (such as an elementary textbook of physics or chemistry), books on archeology, art, descriptions of other countries, literature of other countries, some but not all agricultural and medical books, technological books on subjects not of major interest to the Agency (i.e. meat packing), and novels.

The same consideration is given to the Satellite States and to those publications received from them.

## C-O-N-F-I-D-E-N-T-I-A-L

Books on other areas in the world are purchased with the idea in mind of having all recent significant studies and all standard background books on those areas. Naturally, more books are considered for the presently disturbed areas than for other areas, but no country should be entirely neglected.

An exception is noted here. Since the major interest of CIA is in the field of foreign intelligence, the Library has not selected books on the domestic politics or the current sociological scene in the United States. Many of these books are important and in demand. When requests have multiplied for a book of this nature and it is not feasible to borrow it, the volume has been purchased.

B. Until the inception of the Historical Intelligence Collection the Library purchased all books on the subject of intelligence, espionage, guerrilla warfare, evasion and escape, and cryptography. Most of the volumes have now been transferred to the Historical Intelligence Collection and now titles are selected by Mr. Pforzheimer. The Selection Section notifies Mr. Pforzheimer of such titles which it may find.

## C. Other subjects.

The general subjects of the Intelligence Subject Code are considered in ordering books for the Library. The Selection Section tries to purchase books of merit with some lasting worth, excluding the trivial and ephemeral. It is not possible to list here every topic upon which the Library purchases books. Some points will be noted about certain topics.

In the field of political thought books on Marxism and Communism are emphasized. Books on international organizations are important and useful.

Books on the armed forces of foreign countries are purchased. The official United States histories of World War II are selected but not the unit histories. The memoirs of the more important general officers are included.

All books on the phases of scientific warfare particularly foreign books are desired. Guided missiles is presently a subject of interest.

Most scientific books of a highly technical nature are ordered by the offices of OSI and by Branch 5. The Library confines itself to certain reference books and general scientific works.

The Library is interested in economics in general, commodities, commerce, labor, finance, and all phases of economic conditions in all countries. This is a major field of interest and is emphasized for all countries.

In the area of languages, the Library confines itself to providing a good supply of dictionaries. There are a few grammars, but most publications of this nature are in the Office of Training.

Fiction is purchased sparingly. There is a collection of spy stories which is now added to by Mr. Pforzheimer for the Historical Intelligence Collection. An occasional novel of intelligence significance is purchased. Recent examples include Simon de Beauvoir's *The Mandarins* for its depiction of the appeal of Communism to the French intellectual and Vladimir Dudintsev's *Not by Bread Alone* for its startling impact upon the Russian reading public.

C O N F I D E N T I A L

C-O-N-F-I-D-E-N-T-I-A-L

Individual biography is considered only in the case of important world figures, ex-Communists, and other persons of interest to intelligence.

Travel books are purchased selectively. So many books of this nature come from the presses every year that a fairly strong hand must be maintained to include only the best and most representative of this type of publication.

Books in the fields of art, literature, music, religion, and philosophy are not generally purchased.

All books which are written by employees of CIA are purchased whenever such books and authors are known. In this case the subject matter is the lesser consideration.

C-O-N-F-I-D-E-N-T-I-A-L

TTR/4--Appendix B

## TASK TEAM FRAME OF REFERENCE

1. The Task Team has not attempted to address itself to all of the statements made by the Consultants on selection. It is assumed that what is desired is a sound concept of selection and not a judicial finding. The following comments will explain the Team's frame of reference, especially as related to the Consultants' Report.
  - a. The Consultants' Report speaks of "book and document selection" and a selection policy for "all types of intelligence material." Those terms have been construed to refer to books and overt serial publications in their characteristic of being merely distinctive forms of intelligence materials. Despatches, information reports, and other intelligence documents have been excluded from consideration because they represent a separate, complex problem.
  - b. There has been no attempt to investigate thoroughly the adequacy of OCR collections. This would entail an intensive evaluation of many individual titles. One can say, however, that the Library collections, augmented by individual office collections and research libraries nearby, are probably adequate. The Consultants used a sampling method of comparing the number of titles purchased versus the number of titles listed in the Cumulative Book Index.
  - c. There has no attempt to estimate the budget required for an expanded selection policy. The Task Team Six is directly concerned with fiscal policy. This Team has discussed with Team Six various aspects of publications budgeting including the implications of increased selection. Team Six will discuss various selection premises and related costs; it has suggested that there is enough money available to double the amount of selection for the Library.
  - d. The Consultants recommended in paragraph 23 that selection be placed in Acquisitions and in paragraph 32 that it be placed in Reference. These have been construed as alternative proposals with the intent that the activity be integrated with related functions.

C-O-N-F-I-D-E-N-T-I-A-L

## SECRET

## CENTRAL INTELLIGENCE AGENCY

## OFFICE OF CENTRAL REFERENCE

ACQ-OPS

TASK TEAM REPORT NO. 5

TTR/5

21 February 1958

MEMORANDUM FOR: Assistant Director, Central Reference

SUBJECT: Final Report on Acquisitions Branch - Operations,  
Task Team No. 5

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1. Membership

	Special Register, OCR
	CIA Library, OCR
	CIA Library, OCR
	Special Register, OCR

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2. Method of Task Team Operation

a. The Task Team studied the Library Consultants' report, the Library's rebuttals, and other materials available to the Task Team.

b. Specific areas of examination were assigned each member of the Team.

c. Task Team topics were clarified and redefined, as necessary.  
(p. TTR/5-4)

d. Orientation tours were made of all branches of the CIA Library and detailed discussions were held with numerous Library and Document Division personnel.

e. Two visits to the State Department Library were made for purposes of comparison ... principally in connection with the Consultants' charge that work output in the Acquisitions Branch, CIA Library, is below standard.

f. Task Team papers were prepared through individual and group effort.

3. Summary of Recommendationsa. Implementation recommended now:

(1) All "search" activities requisite to procurement purchase action should be transferred to the Acquisitions Branch, CIA Library. (p. TTR/5-10)

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TTR/5-3

4. Summary of Findings (not requiring recommendations)

a. The basis of the Consultants' charge that work output per employee is sub-standard in the ordering and receiving activities of the Acquisitions Branch, CIA Library, is invalid. (p. TTR/5-21)

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b. The intent of the Consultants' recommendation that the [redacted] Acquisitions Branch, CIA Library, be reduced in size has been fulfilled by subsequent reorganizations. (p. TTR/5-33)

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[redacted]

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[redacted]

Chairman

Task Team No. 5

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Attachment:

Final Report Task Team No. 5

Appendices A through F

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TTR/5-5

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A second Consultant recommendation, however, mentions the dissemination and distribution processes: "Transfer the dissemination function to the Acquisition and Dissemination Division /and/ the distribution function to the Administrative Division ..." (page xxx, Consultants; report). This recommendation relates primarily to the Document Division rather than the Acquisitions Branch and is listed by the Consultants with their other recommendations on the Document Division. The recommendation does suggest, however, that the dissemination and distribution functions of the Acquisitions Branch, might, under the Consultants' proposed reorganization of OCR, be combined with counterpart functions of the Document Division.

In view of this implication and the anticipated needs of Task Team #17 (OCR reorganization), the OCR Task Team Coordinator changed Topic #4 of Task Team #5 to read:

Define the dissemination and distribution functions of the Acquisitions Branch and the Document Division and study the feasibility of merging like functions.

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TTR/5-6

TOPIC #1

Acquisitions Branch functions overlap those of the Reference and Circulation Branches.

METHOD

The Consultants were largely inexplicit in defining which Acquisitions Branch functions overlap those of the Reference and Circulation Branches.

The Task Team, accordingly, undertook to determine the areas of overlap. We found that Acquisitions Branch functions may be considered to overlap those of the Reference and Circulation Branches as follows: (1) logging in of periodicals, (2) servicing requests for information, (3) searching for bibliographic and purchase data, (4) circulating books and periodicals, (5) maintaining book and serial collections, (6) procuring intelligence publications, and (7) selecting for the library collection. Each of these overlapping functions is discussed below with the exception of selection, which is being covered by Task Team #4.

It should be noted that, early in its study of this topic, the Task Team found it necessary to distinguish between overlapping functions and duplication of efforts. The Task Team found that functions may and do overlap without necessarily involving duplication of effort.

POINTS OF OVERLAP1. Logging in of periodicals

The Domestic and Dissemination Sections, Acquisitions Branch, log in all periodicals procured for the Agency through their respective channels. This receipt logging permits Acquisitions Branch to know what it has received - and not received - and also provides simultaneously the distribution symbol for the office to which each item is to be sent. These logs are kept in the Stadium

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The Information Section, Reference Branch, logs in all periodicals forwarded by the Acquisitions Branch to the "M" Building Library for library retention. This log is maintained so that the Reference and Circulation Branches may readily know what periodicals the "M" Building Library has received. Approximately 600 subscriptions are currently received by the main Library. Many of these are daily, weekly, or bi-weekly publications and thus require several thousand log entries each month. Approximately 30 man-hours per month are invested in the maintenance of this log by the Information Section. This log is kept in "M" Building.

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TTR/5-7

FINDINGS

- a. Both overlapping function and duplication of effort occur in the above procedure.
- b. The logs kept by the Acquisitions Branch would satisfy the needs of the Reference and Circulation Branches if readily available to these Branches.
- c. So long as the "M" Building Library and the Acquisitions Branch are housed in separate buildings, however, these duplicate logs are deemed an operational necessity.

RECOMMENDATION

The periodical log currently maintained by the Information Section, Reference Branch, should be discontinued when all Branches of the Library are located in a single building in close proximity to one another. (Once the Library Branches are so collocated, the Central Serials file recommended below [page TTR/5-8] would make the present double-logging of serials unnecessary.)

2. Servicing Requests for Information

The Information Section, Reference Branch, is the Library component charged with answering questions of all types placed by Library patrons.

The Domestic, Foreign, and Dissemination Sections, Acquisitions Branch, nonetheless, quite often service information questions relating to their areas of particular responsibility. Bibliographic, receipt and distribution, and occasional research questions are answered by the Acquisitions Branch. These questions may be placed directly by the Library patron or they may come to the Acquisitions Branch through the Reference or Circulation Branches. There are several hundred such questions answered each month by the Acquisitions Branch.

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The Domestic Section and the [ ] Acquisitions Branch, possess a good many bibliographic tools. These tools are necessary to the Acquisitions Branch in that they must ascertain that the bibliographic data on purchase orders, operations memoranda, etc., are complete and correct. These Acquisitions Branch components therefore have the capacity to answer many bibliographic questions. Patrons who have been dealing with these components on acquisition matters sometimes place requests for bibliographic information directly with them, even though such data could often be obtained through the Information Section, Reference Branch.

Similarly, the receipt and distribution records maintained by the Domestic and Dissemination Sections enable the Acquisitions Branch to answer questions on Agency receipts and distribution ... most of which could not be answered elsewhere.

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TTR/5-8

The rather sizeable collection of foreign periodicals and books (see page TTR/5-10) maintained by the [ ] elements together with their specialized tools and language potentials result in a reference capability which supplements that of the Information Section, Reference Branch. These [ ] elements can and do answer some substantive or research-type requests through searches of materials [ ]

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Such requests are usually placed directly by Library patrons. Internal coordination between the Reference and Acquisitions Branches to avoid possible duplication of effort is normal in these cases, however.

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### FINDINGS

Most of the requests for information answered by the Acquisitions Branch concern areas of Acquisitions Branch special competence. Although it is true that a good number of these requests could be handled by the Reference Branch, it is very rare that both the Acquisitions Branch and the Reference Branch undertake to answer identical aspects of any given request. There is, therefore, duplication of function here but no significant duplication of effort.

### RECOMMENDATIONS

So long as the components of the CIA Library are housed in separate buildings, we feel that efforts to consolidate the Library's servicing of requests for information must remain partial at best. At the time that all Branches of the Library are located together, however, we recommend that:

a. The responsibility for answering all reference and bibliographic questions be placed with the Reference Branch. (Questions on the receipt and distribution of serials should be handled as indicated in recommendation b below.) The language competence of the Reference Branch staff should be extended to include Oriental languages.

b. A Central Serials unit be established, under the jurisdiction of the Acquisitions Branch, to maintain central records of serial receipts and distribution. This Central Serials effort should also include "standard distribution items" - items issued by Federal Agencies on a recurring basis and for which distribution is already fixed. All questions concerning Agency serial receipts and distribution actions should be answered by this Central Serials unit.

### 3. Searching for Bibliographic and Purchase Data

For the purposes of this paper, the search function is considered to comprise three types of searching: (1) searching for bibliographic identifications, (2) searching for copy "availability", and (3) searching for purchase information (i.e., organization from which item is to be purchased, mail address, and item price).

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The Circulation Branch is the primary Library component charged with the search function for all incoming purchase and loan requests. This Branch is engaged in all three of the types of searching indicated above. "Availability" searching does not overlap with activities of the Acquisitions Branch, however.

In the case of searches made in support of the Domestic Section, Acquisitions Branch, the searching performed by the Circulation Branch covers both the bibliographic identity and purchase information types of searching and is, by intent, complete.

In their support of the Foreign Section, however, the Circulation Branch does not attempt complete searching of either bibliographic or purchase data. This circumstance results from a [ ] preference and ability to do much of its own searching through use of its special bibliographic tools and language competence.

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The Acquisitions Branch is engaged in bibliographic and purchase data searching as follows:

#### Domestic Section

Approximately half of the purchase requests serviced by the Domestic Section are handled via the cash-procurement mechanism. No additional searching is required on these items.

The other half of the purchase requests received by the Domestic Section, however, are handled by means of standard purchase order forms and memoranda. The Domestic Section reviews all such purchase requests for accuracy and completeness of data and finds it necessary to re-search an estimated 10 to 15% of these orders. Changes effected normally lie in the area of purchase data, as defined above. Because its bibliographic tools and the experience of its staff are oriented towards purchasing, it is entirely normal that this Section should be best equipped to recognize and correct deficiencies in purchase request data as received by the Section.

#### Foreign Section

Because of its special tools and foreign language competence, much of the searching requisite to the purchase of foreign materials is performed by the Foreign Section, ... particularly for Russian, Chinese, Japanese, and Arabic items. This Section reviews the identification data on all items processed and does engage in considerable initial and/or supplementary searching. It is estimated that at least half of the purchase requests received by this Section require addition and/or correction of data by Foreign Section personnel.

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FINDINGS

Both duplication of function and duplication of effort exist in the present arrangement of this search activity. Although a good deal of the searching done by the Acquisitions Branch is supplementary to that done by the Circulation Branch, there is nonetheless considerable evidence of duplication of effort here. The Acquisitions Branch is responsible for the accuracy and completeness of its purchase orders and memoranda. If a mistake is made, the corrective action falls upon the acquisitions staff. It is to be expected that their knowledge of current purchase channels and prices be superior to that of the Circulation Branch or any other element not actively engaged in the purchase function.

RECOMMENDATIONS

a. Serious consideration should be given to the transfer to the Acquisitions Branch of all searching activities requisite to purchase action by that Branch. The Task Team feels such a transfer would eliminate the duplication of search effort inherent to the present arrangement. The Task Team further feels that such transfer might be effected prior to the anticipated collocation of all components of the Library.

b. The task of disseminating purchase requests to the various parts of the Acquisitions Branch as well as to other components of the Agency (OO/C, OL, etc.) may, it would seem, satisfactorily be left with the Circulation Branch. However, purchase request routing instructions should be checked for correctness and currency and then typewritten (they are now in semi-legible longhand) so that these instructions can be more readily used by Circulation Branch personnel engaged in this dissemination activity. (If, in practice, it should prove that the Circulation Branch cannot properly disseminate these purchase requests without becoming involved in the search process, this dissemination function should be transferred to the Acquisitions Branch.)

4. Maintaining Book and Serial Collections

The Circulation Branch is the primary component of the Library charged with the maintenance of book and serial (periodical and newspaper) collections. 25X1

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The Acquisitions Branch, however, does maintain [redacted] the Library's collections of both Oriental books and foreign serials. In addition, [redacted] a collection of foreign books received in response to guide-type requirements (no pre-determined distribution) and which have not been selected by the Library [redacted] for inclusion in their respective collections. (The latter collection is termed the "Reject Book Collection" by the Acquisitions Branch.) Also, the Domestic Section, Acquisitions Branch, maintains a small "stock" collection of English language books for order-filling purposes.

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The Oriental Book Collection now numbers 23,000 to 25,000 Chinese, Japanese, and Arabic language volumes. This collection incorporates the former Washington Document Center (WDC) Oriental collection, comprising some 18,000 to 20,000 volumes. These WDC Oriental books, with very few exceptions, have not been cataloged by the CIA Library and are therefore not reflected in the library's main catalog in "M" Building. However, a card file control of these books does exist [redacted] This card file is arranged by subject within area and by author.

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Books added to this WDC collection subsequent to its transfer to the CIA Library in 1953 have been cataloged by the library and in two ways: (1) the great majority are given the "EPP" (Ephemeral, Pamphlets, Propaganda) treatment, i.e., author and title control within area of publication but no subject control; (2) the remaining volumes are cataloged by author, title, and limited subject. Duplicate catalogs for these books are maintained in both "M" Building [redacted] (An Acquisitions Branch number /AB Number/ catalog is also maintained [redacted] on the entire Oriental Book Collection.) The Oriental Book Collection and duplicate card catalog are housed in [redacted] primarily because of the Oriental language capabilities of the [redacted] staff and the proximity of FDD, the principal users of these books.

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The Foreign Serial Collection covers approximately 3,000 serial titles. Almost half of these are Oriental language materials. Most of the remaining titles originate in the USSR or European Satellite areas. At present, all Russian and Oriental serials received are permanently maintained in this collection; European Satellite serials are selectively maintained. This collection is kept [redacted] for the same basic reasons the Oriental books are housed there.

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The Russian Book Collection numbers 10,000 to 12,000 volumes ... the great majority of which are Russian. These books are not cataloged. A file of 3x5 identification cards, arranged by title, is maintained, however. The Monthly Russian Book List covers most of the Russian books in this collection. Books requested from this collection as a result of consumer use of the Russian Book list are normally cataloged by the Catalog Section prior to delivery to the requester.

The Domestic Section Collection contains some 1,700 books, most of which are duplicate or extra copies of cataloged items. The collection is composed of "returns" from Agency offices, "hard-to-get" items, and extra purchase copies of high-interest items on which requests are anticipated. This collection is used, principally, to fill requests for books on an expendable basis. About half of the volumes of this collection are "sterile", i.e., carry no call numbers.

#### FINDINGS

- a. Virtually none of the titles held in the Oriental Book Collection,

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the Reject Book Collection, and the Foreign Serial Collection (c.f., Finding b immediately below) is duplicated in the "M" Building collections.

b. Approximately 20 Russian serials are held [redacted] 25X1  
 [redacted] "M" Building. "M" Building has found these particular Russian serials of such value as to require copies close at hand. 25X1

c. Foreign language bibliographic materials - in large part duplicative - are kept at both buildings. These materials are necessary to the functions performed in both buildings.

d. There is, of course, duplication of function in the case of each of the above findings but no serious duplication of collections.

e. Duplicate catalogs on Oriental books received since 1953 are kept at both "M" and [redacted]. 25X1

f. The [redacted] Oriental Book Collection, Foreign Serial Collection, and Reject Book Collection appear excessive in size for their value and the use made of them. The Domestic Section Collection serves its intended purpose but it, also, can be reduced in size. 25X1

#### RECOMMENDATIONS

a. When the CIA Library becomes centrally housed, the Oriental Book Collection and the Foreign Serial Collection, as then constituted, should be incorporated into the main Library holdings. This merger will, of course, eliminate the question of overlap in these collections and will obviate the need for the duplicate card catalog on Oriental Books now kept [redacted] 25X1

b. The recommendations which follow are essentially gratuitous in that they do not fall within the scope of the present topic. They are recorded here, however, as of possible interest to OCR management.

(1) The Oriental Book Collection should be reduced in size. A very substantial reduction of this collection could be accomplished without serious impairment of services through disposing of the c. 18,000 Japanese books received from the Washington Document Center. These Japanese books are very rarely used.

(2) A reduction in size of the Foreign Serial Collection may eventually be forced by considerations of space, manpower, and procurement costs. The Task Team accordingly feels some selectivity on Russian and Oriental serials (all such receipts are now maintained in this collection) might prove advantageous. It is recommended that users of this collection be asked to suggest to the Library areas of curtailment. Consideration should also be given to greater dependence upon the serial holdings of the Library of Congress.

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TTR/5-13

Present CIA holdings of Russian and European Satellite serials are largely duplicated at the Library of Congress. Retirement after a fixed period of time of CIA serials now maintained in depth might also prove feasible.

(3) It is recommended that competent personnel be sent from consumer Offices to screen materials in the Reject Book Collection in accordance with their respective needs. Materials selected by this screen should be given the requester on an expendable basis. The remainder of the Reject Collection should be sent to the Library of Congress for disposition. This screening by other Offices should be repeated periodically as the collection rebuilds in volume. Disposal of new receipts via the Library of Congress should be delayed long enough to cover most requests from consumer use of the Russian Book List.

(4) The Domestic Section Collection should be reduced in size by transferring all items carrying call numbers either to the main Library collection when space becomes available or to the Library of Congress, as appropriate. (The Domestic Section Collection would then be composed of "sterile", hard-to-get, and high interest extra purchase items.)

#### 5. Circulating Books and Periodicals

The Book and Periodical Unit, Circulation Branch, is responsible for circulating Library books and periodicals and maintaining charge records on items loaned.

The book and periodical collections held by the Acquisitions Branch, however, do involve the Acquisitions Branch in circulation and charging activities as follows:

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If the book requested has not been cataloged,   
forwards the book to the Catalog Section, Acquisitions Branch for  
cataloging. (Exception: uncataloged Oriental books are sent directly

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to the patron.) A notation on a 3x5 card, however, showing where the item was sent and the date is made [redacted] After cataloging, the book is sent to the Circulation Branch where it is charged out to the patron through normal Circulation Branch procedures.

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Requests for books serviced by the small collection held in the Domestic Section, Acquisitions Branch, are normally requests for retention and the materials are sent directly to the patron on an expendable basis. In those cases, however, when Domestic Section materials are circulated on an accountable basis, the items are sent to the Circulation Branch for charging and delivery to the patron.

FINDINGS

It is true that the Acquisitions Branch is engaged in the circulation function; duplication of effort, however, is not an important issue here. The only facet of this functional overlap which might be construed as duplication of effort is the 3x5 card file circulation notations made by [redacted] on books circulated from the [redacted] collections.

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RECOMMENDATION

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When the Library elements have been collocated in one building, the circulation and charging of all books and periodicals should be handled by the Circulation Branch. (The 3x5 card file now maintained [redacted] will be unnecessary when this move takes place.)

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6. Procuring Intelligence Publications

At present the following OCR components are engaged, as indicated, in the function of procuring intelligence publications:

a. Circulation Branch, CIA Library, is responsible for the procurement of documents on an ad hoc basis from the State Department and the Air Force. It is also responsible for procuring certain [redacted] documents [redacted]

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b. Acquisitions Branch, CIA Library, is responsible for the procurement of Defense Department manuals, handbooks, technical publications, etc., available through the Defense Department and/or the Government Printing Office.

c. Document Division is responsible for effecting changes in requirements for documentary series and servicing requests for CIA material [redacted]

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d. Liaison Division is responsible for procurement of publications from the Army, Navy, and non-IAC agencies.

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TTR/5-15

It is evident that the functional overlap between these Branches of the Library (the compass of this Task Team's responsibility) must eventually be resolved within an Office-wide context rather than a mere Library context. Considerable study has already been - and continues to be - given this problem by the top management of OCR.

## FINDINGS

In that both the Acquisitions and the Circulation Branches are engaged in procuring publications from the Department of Defense an overlap in function clearly exists. However, there is little, if any, duplication of effort here in that the types of Defense Department issuances to be procured by each are clearly delineated.

## RECOMMENDATIONS

The Task Team, inescapably, thought about this problem to some degree outside the limits of its responsibility - i.e., within an OCR-wide context. The following recommendations result from a no more than general examination of this problem but are given here for whatever value they may have:

a. The number of components engaged in the procurement function should be kept to the minimum.

b. The Document Division should handle both the initial procurement of government serials and changes in the numbers of copies ordered.

c. All procurement involving the expenditure of funds should be carried out by the Acquisitions Branch, CIA Library.

d. All procurement not involving the expenditure of funds should be centered in one OCR component... except as noted in b ) above.

e. As a transitional measure, the following is recommended:

(1) that the Inter-Agency Unit, Circulation Branch, be transferred (personnel and function) to the Liaison Division to serve as the nucleus of a central procurement unit;

(2) that procurement functions now carried out by the Liaison Officers be transferred, as feasible, to this central unit;

(3) that this unit, at the time all non-expenditure OCR procurement has been consolidated in this unit, be finally assigned as most appropriate within the OCR structure as it exists at that time - preferably to that component charged with the over-all acquisitions function.

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TOPIC #2

The work output for ordering and receiving activities in the Domestic, Foreign, and Dissemination Sections, Acquisitions Branch, is below standard.

SOURCES OF INFORMATION

## Consultants' sources:

- |   |      |
|---|------|
| 1. A letter dated 10 May 1957 [redacted], Ass't Chief, Library Division, Department of State [redacted] (Appendix A).   | 25X1 |
| [redacted]  | 25X1 |
| 3. A paper titled "Work Load Categories of Publications Procurement for CIA", dated 7 May 1957 [redacted] (Appendix C). | 25X1 |

## Additional sources: (Utilized by the Task Team)

- |  |      |
|--|------|
| 1. Acquisitions Branch Monthly Reports for Fiscal Year 1956.   |      |
| 2. Data on foreign and special procurement from [redacted] Chief, Acquisitions Branch, CIA Library (Appendix D).               | 25X1 |
| 3. Data on domestic procurement from [redacted] Chief, Domestic Section, CIA Library.  | 25X1 |
| 4. "Title" and "item" classification for the tally listed in Appendix A from [redacted] Department of State, Library Division. | 25X1 |

DEFINITION OF TERMS

"Item received" - one physical unit of material received; i.e., one copy of a book, periodical, newspaper, etc., received. (Receiving workload is measured in items received.)

"Title ordered" - one bibliographic unit ordered; i.e., one complete bibliographic identification recorded and dispatched for purchase action. (Ordering workload is measured in titles ordered.)

"Subscription placed" - an agreement to purchase one copy of each issue of one periodical for a specified period of time. (Subscriptions placed do not measure either ordering or receiving workload. They are more properly a measure of monetary commitment.)

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TTR/5-17

INTRODUCTION

The Consultants stated that: "The output of work per staff member in the Acquisitions Branch is lower by at least one-third than that normally found in research libraries, including comparable acquisition jobs such as State Department Library..." (Consultants' report, page 44, Finding #2). (Although the State Department Library was stressed, the Consultants also used the Yale University Library for comparative purposes.)

The Task Team studied the Consultants' method of computing work output and the workload figures used. We accepted the Consultants' basic methodology, in so far as it (1) undertook to measure work output in terms of volume of material processed and (2) sought to compare the procurement activities of other libraries, procuring almost exclusively for themselves, with that portion of the CIA procurement effort conducted on behalf of CIA recipients only. We did find, however, considerable distortion in both the Consultants' workload figures and the manner in which these figures were used.

Our comparative analysis of workload figures has been limited to the CIA and State Department libraries for the following reasons:

1. the Consultants stressed the comparison with State [redacted]
2. the work output per staff employee was higher for State than [redacted] as computed by the Consultants;
3. the procurement functions of State are more akin to those of CIA than is the case [redacted]

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In compiling CIA Library workload figures, we have, where possible, used the Library's official monthly reports as our data source. For items not covered in these reports, we have procured figures from the Chief, Acquisitions Branch and/or the Chief, Domestic Section, Acquisitions Branch, as appropriate. Workload figures for the Department of State Library were supplied [redacted]

[redacted] In so doing, these officers provided the Task Team with a careful analysis and explanation of the workload figures supplied to the Consultants on the procurement activities of the State Department Library (Appendix A).

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This report (1) examines the Consultants' method and workload figures, (2) recomputes work output per staff member for the CIA and State Department libraries, using the Consultants' method with corrected workload figures, and (3) computes work output per staff member for CIA and State using corrected workload figures and the Task Team's method which distinguishes between order activities and receipt activities.

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THE CONSULTANTS' METHOD AND WORKLOAD FIGURES

The method employed by the Consultants in arriving at their findings was, very generally, to compare the procurement components of CIA's Library with those of the State Department [ ] libraries and to do so in terms of work units accomplished/per person/per year. More specifically, the Consultants' method was:

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1. to define roughly similar procurement activities at each library;
2. to compute work units accomplished by these activities;
3. to estimate manpower consumed in performing these units; and finally,
4. to compute an annual work-unit figure per employee for each library and to use these resulting figures as the relative measure of work output.

The Consultants recognized that the acquisitions elements at [ ] State are servicing the needs of their respective agencies only, whereas CIA's Acquisitions Branch services a large number of government agencies in addition to CIA. The Consultants sought to compensate for this difference by limiting the CIA work processed and manpower input figures to that portion of the Acquisitions Branch effort concerned with procurement for CIA recipients.

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The Consultants procured statements from each library of their FY 1956 work processed and manpower figures. (The sources of these figures are attached to this report as Appendices A, B, and C.)

The Consultants then divided, for each library, the total number of items processed by the number of people involved. By this method, they arrived at the following figures:

State	4764 units/per person/per year	(15 persons)
[ ]	4189 units/per person/per year	(18 persons)
CIA	2614 units/per person/per year	(26 persons)

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The many differences of mission, operating procedures, and types and volumes of materials handled in the libraries compared make it impracticable to attempt numerical comparison of work output on any basis other than that chosen by the Consultants - namely, the volume of material processed. It is felt, however, that the Consultants have arrived at an erroneous conclusion because of both data omissions and errors in interpretation of the basic data used in their computations.

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The error in interpretation by the Consultants occurred because the data for State and CIA are not expressed in like units. Both the State and CIA figures (Appendices A and C) supplied to the Consultants contain workload figures expressed in units of "items" (receipt units), of "titles" (order units), and of "subscriptions" (monetary units, most properly). These very different types of units cannot be intermixed and added to one another on a straight arithmetic basis, as did the Consultants, without invalidating results. For example, a library might order Life magazine at five different times during the course of a fiscal year with an average of 3 copies requested in each order. In terms of units, this would represent 5 titles ordered, 15 subscriptions placed, and 780 items received. An intermixing of such differing units in arithmetic computations clearly invalidates the resulting totals.

To arrive at total work units, the Consultants simply added the figures on State and CIA (Appendices A and C, respectively) without regard to the basic differences in the types of units given. The following indicates something of the distortion caused by this action:

Most of the State Department work units (Appendix A) are expressed in "items received" units. The figure on periodicals (12,275), however, is a "subscription" figure, which measures neither ordering nor receiving workload. Task Team consultations with State Department personnel reveal that the ordering workload here was 2,515 units (includes newspapers) and the receiving workload figure was 216,138. In that the Consultants did not distinguish between types of units, we do not know which of these two workload figures they might have preferred. The fact remains, however, that the figure they did use (subscriptions) does not measure workload for either the ordering or receiving functions.

In addition to the distortion resulting from failure to distinguish between the various types of figures which both CIA and State furnished to the Consultants, there is the further problem that the CIA figures were incomplete in terms of the use made of them. Although newspapers, for example, are reflected in the State figures, they were not included in the CIA tabulation. Yet, CIA both orders and receives a huge volume of newspapers.

#### RECOMPUTATION OF WORK OUTPUT (Consultants' Method)

The Consultants' method of computing work output per staff member was, as indicated above, to divide manpower into a single workload figure, purportedly representing the acquisitions function. The most legitimate single figure to use with such a method would seem to be the "items received" figure; i.e., the measure of the total take or "payload" resulting from the acquisitions effort.

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The "items received" figures for acquisitions components of the State and CIA libraries for FY 1956 are: (see Appendix E for breakdown)

State 257,279 items received  
CIA 922,148 items received

These figures, when divided by the manpower totals used by the Consultants for both libraries (State: 15 persons; CIA: 26 persons) give work output figures as follows:

State 17,152 units/per person/per year  
CIA 38,159 units/per person/per year

On the basis of this single-figure computation, then, the work output per person in the Acquisitions Branch is more than double that of State.

#### COMPUTATION OF WORK OUTPUT (Task Team Method)

The Task Team has reworked this work output problem, remaining to the extent possible within the Consultants' basic frame of reference.

However, to avoid the pitfall of adding together dissimilar types of work units, we have distinguished between the ordering function and the receiving function in our computations - a distinction the Consultants did not make. This distinction, of course, gives us two sets of workload figures and comparative measurements for each of these two functions. Figures used, recorded in detail in Appendix E, were compiled as indicated on page TTR/5-17 above.

After consultation with State Department personnel, we have reduced the State manpower figure to 13 (a reduction of 2 from the Consultants' figure). We have used the same manpower figure for CIA which the Consultants used, refining it only to distinguish between ordering and receiving personnel.

Comparative work output figures, computed as above, are:

#### Ordering activity

State 1,966 units/per person/per year  
CIA 3,264 units/per person/per year

#### Receiving activity

State 36,754 units/per person/per year  
CIA 68,424 units/per person/per year

These figures indicate that, in the ordering function, CIA personnel are processing 66% more work units/per staff member/per year than their State counterparts...and, in the receiving function, 86% more work units are being processed per employee in CIA than in State.

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FINDINGS

1. The Consultants' basis for their charge that work output per employee is sub-standard in the ordering and receiving activities of the Acquisitions Branch, CIA Library, is invalid.

2. The figures computed by the Task Team may be interpreted to mean:

(a) that CIA Acquisitions Branch employees are actually more efficient in the performance of their duties than their State Department counterparts;

(b) that a bias, attributable to mass handling of material by CIA, results in speedier processing of material;

(c) that, since these figures represent per person averages based on numerical totals for material actually processed, it is possible that CIA employees simply had more work to do, and that under a relatively comparable workload, State employees could perform equally well;

(d) that a combination, of undetermined proportions, of the three foregoing possibilities explains the differences in the CIA and State output per person figures.

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TOPIC #3The Domestic Section should be moved  
[redacted]

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The principal objective in the minds of the Consultants in recommending that the Domestic Section be moved from the Stadium to [redacted] acquiring of space in the Stadium into which the Reference and Circulation Branches of the Library might be moved. This move of the Reference and Circulation Branches was a part of the Consultants' plan to establish a central OCR information or customer service point. If it should be decided to establish such a central contact point in the Stadium (this concept is now being studied by Task Team #11), it may, of course, become necessary that the Domestic Section be relocated.

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Aside from the possible dictates of OCR reorganizations, however, there is little reason to move the Domestic Section [redacted] The principal gain in such a move would result from having all procurement components of the Acquisitions Branch located together. There would probably be certain management advantages in such a consolidated housing.

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However, the Domestic Section is now more favorably located in relation to (1) the rest of the Library, (2) the downtown book market which its personnel must visit daily, (3) the Agency components receiving the bulk of its services, and (4) the Machine Division which participates in its accounting controls.

An alternative move to accomplish the physical consolidation of the Acquisitions Branch would be to move the [redacted] components to the Headquarters area. A very serious objection to this plan, however, arises from the fact that this would separate the [redacted] operation from its primary customer for foreign publications ... the Foreign Documents Division,00. In addition, the [redacted] elements of the Acquisitions Branch are uniquely dependent upon FDD to supplement the foreign language capabilities of their personnel.

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FINDINGS

(1) The advantages of the Domestic Section's present location in the Headquarters area clearly outweigh those of its collocation with [redacted] Building Sections.

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(2) The advantages of keeping the [redacted] Sections in close proximity to the Foreign Documents Division outweigh the gain to be derived from consolidating the Acquisitions Branch in the Headquarters area.

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RECOMMENDATION

It is recommended that the Domestic Section not be moved to [redacted]

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TOPIC #4

Define the dissemination and distribution functions of the Acquisitions Branch and the Document Division and study the feasibility of merging like functions.

DEFINITION OF TERMS

"Dissemination" - the intellectual process of determining who is to receive a publication. (This involves the scanning of text and the correlation of contents with the needs of consumers.)

"Distribution" - the mail-room process of getting a publication into the delivery system. (This may involve locating distribution symbols in a file but does not require scanning for contents or knowledge of consumer needs.)

A. NATURE OF THE DISSEMINATION FUNCTION (Acquisitions Branch and Document Division)

1. Acquisitions Branch

a. Serials

Approximately 80% of the foreign serials, and 100% of the domestic serials are received as a result of specific orders placed by someone in this or the other agencies which the Acquisitions Branch services. No dissemination is involved in this take because the recipients are known.

Twenty percent of the foreign serials received are gratis or sample copies, however, for which there is no previously established dissemination pattern. Therefore, the area coordinator (in the Foreign Section) disseminates the initial issue of gratis and sample copy materials. Dissemination is made to Office, Division, and/or Branch levels. The Acquisitions Branch area coordinator's knowledge of consumer needs derives more from his handling of purchase requests than from any formalized compilation of dissemination requirements as spelled out specifically for dissemination purposes by the various Agency components. The dissemination of these foreign serials, of course, requires of persons performing this function a collective familiarity with a very wide range of foreign languages. (To a very limited extent, serials are disseminated by the Dissemination Section although most of the handling of serials by this section falls into the category of "distribution" as defined in this paper.)

Offices receiving serials disseminated as above are requested to indicate to the Acquisitions Branch their interest in receiving

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future copies of similar material. In the case of sample copies, the receiving offices are asked to submit subscription orders if a continuing subscription is desired. From these actions, a record of distribution is determined for future issues.

b. Books

All books received in the Domestic Section result from orders placed; therefore no "dissemination" action is required. However, only 20% of the books received in the Dissemination Section are ordered material. [redacted]

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The disposition of these books is determined as follows:- The Library Selection Officer and [redacted] Screening Officer scan this take for their respective interests. It is estimated that 25% of these non-ordered books are selected by this scan for incorporation into the Library and [redacted] collections. Most of the remaining publications, with the exception of Russian and Far East materials, are disseminated by the appropriate area coordinator, or by the Book Unit, Dissemination Section, to offices known to have interest in the subject and/or area content. Dissemination is usually based upon the item's title and/or table of contents. Familiarity with numerous foreign languages is necessary in performing this function. The Russian and Far Eastern publications for the most part are not, at present, disseminated [redacted]

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2. Document Division

Dissemination in the Document Division is limited to documents.

Dissemination in this Division is performed by professional dissemination officers and is more highly organized than is dissemination in the Acquisitions Branch.

Each Document Division disseminator has a disseminator's guide book containing the reading requirements served on the Division by the various components of CIA. Dissemination in the Document Division does not involve foreign languages.

Documents to be disseminated are sent to these officers from the Screening Unit of the Processing Branch, Document Division. The documents are received in batches - a batch being from two to eighteen documents of common source (State, Air, etc.) and packaged in an envelope. With the varied requirements of Agency offices in mind, as recorded in the disseminator's guide book, the disseminator scans each document in each batch received. He arrives at a dissemination pattern for each document based on its content. He records this dissemination pattern on a "ladder-type" card attached to each document. When the dissemination

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for each of the documents of a batch has been determined and recorded, the documents are placed into the envelope and the batch is sent to the Processing Branch for distribution. Dissemination is made to Office, Division, and/or Branch echelons.

B. NATURE OF THE DISTRIBUTION FUNCTION (Acquisitions Branch and Document Division)

1. Acquisitions Branch

a. Serials

Kardex files are maintained by the Acquisitions Branch as a record of both receipt and distribution for ordered serials. The records also serve for follow-up work, reference questions, and in the Domestic Section, for fiscal purposes. These files are arranged in the Domestic Section alphabetically by title, and in the Dissemination Section alphabetically by title within country.

Serials received are logged into the Kardex files and then mailed to the distribution points shown in those files. Distribution of foreign serials requires the ability to recognize for identification purposes serial titles and dates in many foreign languages. To a considerable extent, however, this can be performed through eye-familiarity with type-patterns and serial formats. Distribution is effected to Office, Division, and in some cases to Branch levels. Distribution of gratis and sample materials received in "Y" Building is made in accordance with the dissemination determinations of the area coordinators.

b. Books

Books received as a result of Agency-originated orders are matched up with the Library purchase request form on which the requester's name, office, and room number are indicated. The flimsy or carbon copy of this request form is attached to the book and serves as routing slip.

Books received as a result of non-CIA requests are matched up with the outside agency memoranda requesting purchase and are forwarded in accordance therewith.

Distribution of non-ordered books   is effected in compliance with the dissemination pattern as determined by the area coordinators.

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2. Document Division

The Processing Branch of the Document Division receives the documents from the disseminators for distribution action. The documents

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are distributed according to the dissemination card attached to each report. Distribution is normally not made to any organizational echelon lower than division. Familiarity with foreign languages is, of course, not required here.

FINDINGS

The following are the pros and cons, as we see them, of merging dissemination and distribution functions of the Acquisitions Branch with the counterpart functions of the Document Division:

Dissemination Merger - Pro

1. Library and Document Division dissemination would be under a single line of supervision. This might facilitate operational uniformity and reduce supervisory overhead.

2. Dissemination of books would become more regularized. Books would flow through the same dissemination "thought routines" as documents.

Dissemination Merger - Con

3. The office reorganization effected to accommodate merging disseminators might result in the separation of indexers from disseminators. This would disrupt the concept of interchangeability between indexers and disseminators now stressed in the Document Division.

4. Books and documents are not easily compatible from the point of view of physical handling.

Distribution Merger - Pro

5. All mailing operations would be under one line of supervision, which should facilitate uniformity in mail handling, and possibly reduce overhead.

6. All receipt and distribution files for serials would be in one place. This Central Serials file would comprise the Domestic and Dissemination Section files, and the Document Division Standard Distribution File.

Distribution Merger - Con

7. Coordination between ordering and receiving personnel would be more difficult because of their separation into different organizational components.

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RECOMMENDATIONS

1. In terms of the present organization of OCR, we do not see sufficient advantage in merging these functions to justify such action.
2. Whether or not such merging would be desirable under a different OCR organizational structure is properly left to Task Team #17. We do feel, however, that this merger concept, as regards present Acquisitions Branch and Document Division activities, at least, does not merit per se a significant influence on the formulation of OCR organizational changes which may come under future advisement.

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TTR/5--Appendix A

In reply refer to  
LR

May 10, 1957

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According to your request of May 9th, we are forwarding the following information on the Library Division's work rates. These figures reflect the situation during fiscal year 1956.

Acquisitions:

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[redacted] ordering, receiving, recording of serials, etc. Materials ordered and received consisted of the following:

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## 1. Books and Pamphlets:

a. Ordered..... 6,132

b. Gratis.....27,519

2. Research documents..... 7,381 *33,651*

## 3. Periodical subscriptions:

a. Ordered..... 2,411 *11,361*b. Gratis..... 8,950 (estimated) *12,275*

4. Newspapers..... 914

5. Microfilm reels..... 109

6. Foreign Service , etc.....18,052

Total 71,468

*- 12,275*  
*59,193*

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*15 | 71,468*  
*4.764*

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[ ] positions on the serial record and [ ] selection and receiving spent about 20% of their time (1.4 positions) on ordered materials and about 80% of their time on handling blanket order and gratis materials and on problems relating to service, such as routing, inquiries about serials, etc. Also, about two-thirds of the orders are not for the Library and are not received by the Library.

#### Cataloging:

The hourly rate of cataloging for all types of cataloging is 2.44 titles and 4.52 items. Since, however, this is a composite figure, we are also indicating the appropriate rates for each of the three types of cataloging, viz.

	<u>Titles</u>	<u>Items</u>
1. New or original cataloging.	1.78	2.24
2. Recataloging.	1.05	3.15
3. Additions cataloging.	<u>4.48</u>	<u>8.18</u>
Overall rate	2.44	4.52

#### Interlibrary Loan:

The interlibrary loan function is performed by one position, and the total transaction in FY-56 was 15,593 items. Of these, we borrowed 3,200 items and we lent 12,393 items.

#### Reference:

The reference staff consisted of 6 positions which handled a total of 36,532 reference requests in FY-1956.

Sincerely yours,

[ ]  
Assistant Chief, Library Division

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[ ] 5/10/57

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TTR/5--Appendix D

## CIA Receipts - FY 1956

	<u>Foreign</u>		<u>Special Procurement</u>	
	<u>Orders</u>	<u>Receipts</u>	<u>Orders</u>	<u>Receipts</u>
1). Books and Pamphlets				
a) Ordered	3,013	3,013	2,611	2,611
b) Gratis	—	—	—	—
2). Research Documents	—	—	—	—
3). Periodical Subscriptions				
a) Ordered	3,321	3,321	390	390
b) Gratis	—	—	—	—
4). Newspaper Subscriptions	4,980	4,980	735	735
5). Microfilm Reels	—	283	—	—
6). Foreign Service	—	—	—	—
7). Defense Publications	—	—	—	—
8). Miscellaneous (press Summaries, press releases, publishers' catalogs, posters, etc.)	—	109,290	—	118,903
9). Exchange (G.P.O. items and other U.S. Governmental publi- cations procured for trans- mittal to Foreign Service posts for exchange purposes.)	8,149	8,149	—	—

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CENTRAL INTELLIGENCE AGENCY

OFFICE OF CENTRAL REFERENCE

FISCAL POLICY

TASK TEAM REPORT NO. 6

TTR/6

26 March 1958

MEMORANDUM FOR: Assistant Director, Central Reference

SUBJECT: Final Report on Fiscal Policy for Publications Procurement -  
Task Team No. 6

1. Membership

The Task Team consisted of the following members:

	Organization and Methods Examiner, Management Staff
	Liaison Officer, Liaison Division, OCR
	Assistant Chief, Administrative Staff, OCR

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2. Method of Task Team Operation

The following procedures were followed by the Task Team in reviewing the fiscal policy for publications procurement and evaluating the Library Consultants' findings and recommendations pertaining thereto:

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- a. Review by all members of the Task Team of the Consultants' Report, the OCR rebuttals, and other basic supporting documents.
- b. Assignment of various phases of the problem to individual Task Team members for investigation and reporting.
- c. Collection of data - the interview method was used for the most part although considerable time was spent in reviewing files and records, in examining procedures, and in studying published literature on library operations. A list of persons interviewed is attached as Appendix C.
- d. Discussion of reports from Task Team members, establishment of Task Team position, and preparation of draft report.
- e. Submission of final report to AD/CR.

3. The recommendations contained in the body report are summarized as follows:

- a. The publications procurement budget for FY 59 should be maintained at \$500,000. (p. TTR/6-3,4,& 5)

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TTR/6-2

- b. An overflow stack area should be established to handle expansion during the period prior to the move to the New Building. (p. TTR/6-5,6,7 & 8)
- c. The experience of the NSA Library in moving to new quarters should be investigated as an aid in planning the CIA Library move to the New Building. (p. TTR/6-8)
- d. The CIA Librarian should undertake to write and coordinate an Agency regulation on the procurement of domestic and foreign books, periodicals, and newspapers for Agency use. (p.TTR/6-10)
- e. The Central Reference Advisory Group should investigate the system of certifying purchases within Agency components to insure that adequate controls exist. (p. TTR/6-9 & 10)
- f. The policy on budgeting for publications procurement as adopted by the Central Reference Advisory Group should be retained. (p. TTR/6-9)
- g. The budget for expendables and the budget for the main collections should not be separate; the existing procedure of centralized budget preparation and execution should be retained. (p. TTR/6-10,11 & 12)
- h. The Office of the Comptroller should be requested to provide technical guidance in the setting up and maintenance of the fiscal records in the Acquisitions Branch. (p. TTR/6-12 & 13)
- i. The General Counsel and the Office of the Comptroller should be consulted concerning the legality of the cash procurement procedure. (p.TTR/6-14)



Chairman, Task Team Six

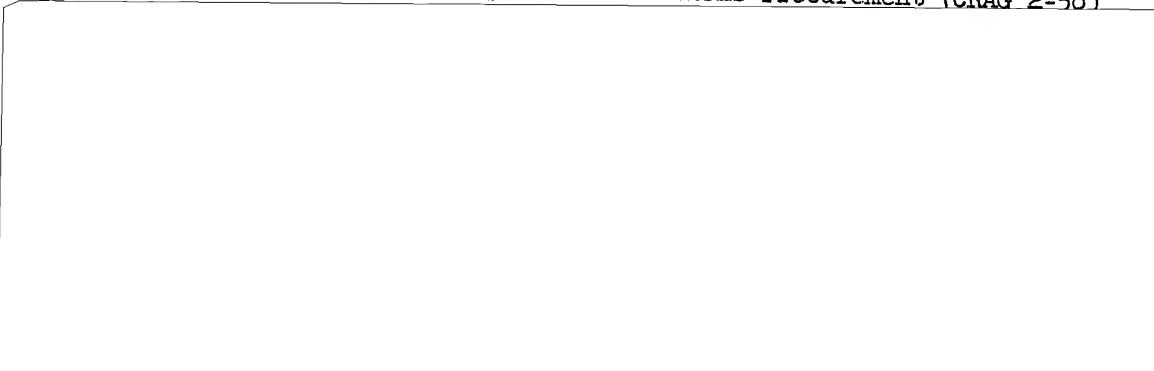
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Attachments:

Task Team Report

Appendix A - Policy on Budgeting for Publications Procurement (CRAG 2-58)

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Appendix C - List of Persons Interviewed by Task Team Six

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TTR/6-3

## PROJECT SIX: FISCAL POLICY FOR PUBLICATIONS PROCUREMENT

## I. PROBLEM

To study all aspects of publications expenditure including the book budget, cash procurement, and fiscal controls; specifically to determine if:

- A. The budget for publications is too low.
- B. The rate of purchase is in any way affected by staff and space limitations.
- C. The present budget philosophy should be revised.
- D. The budget for expendables and the budget for the main collections should be separate.
- E. The fiscal controls and procedures in Acquisitions Branch need changing.

## II. TASK TEAM FRAME OF REFERENCE

- A. The Task Team has assumed that it is CIA and OCR policy to provide the library services which the components of CIA may require, and, to the extent possible, which other agencies in the intelligence community may require, at a cost which meets the requirements of national security as well as the requirements for economy in Government.
- B. In studying the size of the publications procurement budget, the Task Team confined itself to determining the adequacy of that budget to fulfill the existing and known publication procurement needs of the Agency, including the Library. The Task Team did not try to determine the adequacy of the Library to fulfill the intelligence research and operational needs of the CIA and the intelligence community.
- C. The Task Team considered and used "book budget" as an inclusive term--covering books, newspapers, and periodicals. We believe that the Consultants used the term in the same manner.
- D. The Task Team has proceeded on the basis that books, newspapers, and periodicals are materials which are vital to both intelligence research and operations. (The Consultants held this same view.)

## III. Is the CIA Budget for Publications Procurement Too Low?

## A. CONCLUSIONS

- 1. \$500,000 is more than ample to fulfill the estimated CIA requirements for publications procurement in FY 58.
- 2. The \$500,000 FY 59 publications procurement budget is sufficient and necessary to fulfill the FY 59 requirements of the program, as presently estimated.

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## B. FINDINGS

Task Team Evaluation of the Consultants' Findings

1. The evidence which was offered and the methodology which was employed by the Consultants to indicate that too little money is spent on developing the Library collections is based upon a comparison with university libraries. Such libraries are not truly comparable with the CIA Library.
  - a. The data about CIA Library expenditures for publications to develop its collections which were cited by the Consultants requires clarification and correction. [REDACTED] 25X1
  - b. Comparing the annual CIA Library expenditures for books and binding with such expenditures by university libraries and comparing libraries, generally, without establishing their basic similarities is inconclusive. [REDACTED] 25X1
  - c. The term "normal research libraries", as used by the Consultants compounds the fallacy of their comparative library approach. (See APPENDIX C, Part 3)
2. The Consultants' reasons for recommending that the CIA book budget should be about \$500,000, out of which OCR should spend a minimum of \$200,000 to develop its collections, are insufficient to support the recommendation. (See APPENDIX B, Parts 2, 3, and 4)

Task Team Appraisal of the FY 58 Publications Procurement Budget

3. The current \$500,000 FY 58 publications procurement budget was developed and approved primarily on the basis of the Consultants' recommendation. This sum is ample to fulfill the FY 58 publications procurement requirements of the Agency in the opinion of the Task Team. [REDACTED] 25X1
4. The CIA Library is not now spending a minimum of \$200,000 out of the \$500,000 budget to develop its collections, as those "collections" were defined by the Consultants. [REDACTED] 25X1

Task Team Judgment on the FY 59 Publications Procurement Budget

5. The \$500,000 FY 59 publications procurement budget was prepared on the basis of previously established and time-tested procedures which have now been formalized in CRAG document No. 2-58. These procedures are based on the principle that the publications procurement budget is the sum in money terms of the publications

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- c. Expansion of stack space in presently available areas can be made only by reducing reading area or office type space. In some instances, safety regulations prohibit the addition of stacks because of floor weight restrictions.
- d. A weeding program has been and is being carried out in the Main Library and the Branch Libraries in order to make room for new accessions.
3. The results of the survey indicate that available space in the Library is approaching capacity. However, the assertion by the Consultants that the rate of purchase for additions to the collections and the absence of certain basic materials is primarily based on space limitations does not appear to be valid. An analysis of expenditures for additions to the Library collections showed that the rate of purchase has remained nearly constant for the past five years in spite of increasingly crowded conditions. This would seem to indicate that the rate of purchase was determined by basic Library policy as to the size and content of its collection. Similarly, there is no evidence to show that absence from the shelves of materials that the Consultants considered to be of basic importance is primarily the result of lack of shelf space. The determination of what materials are of basic importance is made on the basis of established selection criteria, and an examination of the selection program indicates that materials are procured without regard to space when deemed of importance to the central collections.
4. The Consultants' claim that staff limitations affect the rate of purchase cannot be substantiated, and no evidence was offered as to how they arrived at this conclusion. The rate of purchase is determined by the Selection Section of the Reference Branch consisting of two Selections Officers. Increasing the size of this staff would not, per se, increase the rate of purchase since this is a result of basic Library policy.
5. The Consultants' recommendation that the Agency staff should actively participate in the book selection for the central collections has been implemented. In a memorandum from the CIA Librarian to all major components of the Agency in October 1957, it was requested that each component appoint members of its staff to act as consultants in the selection program. This program has had a promising beginning and is serving as a means for utilizing the knowledge of all members of the Agency staff in adding books to the collection.
6. The weeding program, which has been carried out in the Main Library as well as the Branch Libraries, is a direct result of lack of shelf space. Most of the materials being discarded are duplicate copies of books no longer in demand, volumes superseded by more recent editions, and outdated periodicals. [redacted] Branch Library is presently negotiating to dispose of a 30,000 volume collection of captured Japanese

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materials, and, if successful, will gain enough space to handle their expansion needs until the move to the new building. In the opinion of the Task Team, the weeding program is a normal and necessary procedure which not only eliminates material from the collection that has outlived its usefulness, but which provides a good means for judging the value of the present holdings.

7. Although the Task Team was unable to substantiate the Consultants' finding that the rate of purchase of needed books is affected by staff and space limitations, an analysis of the present stack spaces clearly indicates that continued growth of the Library collection will be limited by space considerations. Assuming that adequate space has been provided for an expanded collection in the new building, the immediate problem is how to provide for continued growth during the next two-three year period prior to the move to the new site. Several alternatives are worth considering:
  - a. Expand shelf space in presently available areas by rearrangement of the stacks to make room for more shelving, utilization of reading spaces for stack areas, and continuation of a vigorous weeding program.
  - b. Establishment of an overflow stack area in newly acquired spaces.
8. The Task Team has discarded the first proposal since it does not appear likely that enough space can be gained by this method to handle the normal expansion rate of the collection for the next two-three years. The most critical space problem exists in the Main Library, which is almost 100% utilized, and immediate efforts should be made to obtain more space to house this collection. The Records Management Staff is presently surveying the Fourth Wing of M Building to determine if more shelf space can be obtained by a rearrangement of the stacks. Preliminary results of this survey do not look promising. Conversion of reading room space to stack areas is not desirable and expansion of the weeding program would in the long run be self-defeating.
9. The Task Team has concluded that the establishment of a new stack area to handle the overflow from the Main Library offers the best solution to the present space problem. Since space is not available for a greatly expanded collection in M Building, the following alternatives are suggested:
  - a. Utilize existing spaces  If the 30,000 volume captured Japanese collection is disposed of, there will be space to house an overflow in the existing stacks. There is also a vaulted area of approximately 300 square feet presently being used as the Acquisitions Branch conference room which could be converted to stack spaces.

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- b. Utilize existing spaces in the Stadium. The Catalog Section moved out of an area of approximately 1500 square feet. Although this space has been reallocated to other units, room could be made available for a stack area in the Stadium.
  - c. Request the Office of Logistics to negotiate with PBS for additional space not presently occupied by CIA.
10. The decision as to what alternative to choose is dependent upon an estimate of the space required in the next two-three years. This estimate, in turn, is dependent upon the policy determination as to what the rate of purchase shall be during this period.
11. One additional finding of the Task Team should be noted. In discussions with NSA Library personnel, many of the problems encountered by NSA in their move from widely dispersed quarters to a central building appeared similar to those which will be faced by CIA in its move to the new building. One result of their move was that a large number of books on loan to user offices were returned, thus greatly expanding the on-the-shelf holdings of the central Library facility. This and other experiences seem worthy of further investigation by members of the CIA Library Staff in planning the move to the new site.

#### C. RECOMMENDATIONS

- 1. An overflow stack area should be established to handle expansion during the period prior to the move to the new building.
- 2. The experience of the NSA Library in moving to new quarters should be investigated as an aid in the planning of the CIA Library move to the new building.

V. Should the present budget philosophy be revised?

#### A. CONCLUSIONS

- 1. The OCR budget philosophy for publications procurement, as set forth in the Central Reference Advisory Group issuance entitled "Policy on Budgeting for Publications Procurement" (CRAG 2-58 dated 13 January 1958), is a clear statement of OCR responsibility and procedures in this field. (See APPENDIX A)
- 2. The budget philosophy as adopted by CRAG establishes a satisfactory method for the development and execution of the book budget.
- 3. The book budget is and has been under the control of the Assistant Director, OCR. This is contrary to a finding of the Library Consultants.

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## B. FINDINGS

1. In connection with implementing certain of the Consultants' recommendations, an examination of the budget philosophy for publications procurement was undertaken by Management Staff and Acquisitions Branch officials prior to the formation of the Task Teams. As a result of their investigations, a draft policy statement was prepared and submitted to the AD/CR. After the Task Teams were organized, Task Team Six was requested to review the draft and make any necessary changes. Minor changes were suggested by the Team and the redraft was coordinated with the O/DD/I, Office of the Comptroller, and certain cognizant officials in user offices. The final version was submitted to the AD/CR and adopted by CRAG at its first meeting on 18 January 1958.
2. In connection with the OCR budget philosophy, the Library Consultants stated that "the book budget is not under the control of the Assistant Director, OCR, which is contrary to normal research library practices." Although no evidence was offered to support this statement, it appears likely that the Consultants were referring to the procedure whereby OCR requests user Offices to participate in the development of the book budget by submitting estimates of their future requirements. Since OCR has the responsibility for procuring required books and periodicals as a centralized procurement service and must bear the cost of these requirements, the Consultants concluded that OCR does not have control of the book budget. The statement of policy as adopted by CRAG clarifies this point by stating that "OCR will be responsible for the preparation of the budget estimates for the CIA publications procurement program", and "will establish and control the sub-allotments for the operating components". The total funds for the program are allocated by the Comptroller to OCR and the administering of these funds is the responsibility of OCR officials. Should insufficient funds be available for the operation of the total program, a procedure exists whereby OCR may obtain additional funds from the user offices to meet their requirements. This procedure is necessary only when the total requirements for the program have been underestimated or when the budgeted allocation has been limited by higher authority.
3. In OCR's annual presentation of the book budget, the Task Team found that OCR has experienced difficulty in justifying the program to the Office of the Comptroller. Most of the review concerns the system of the control ("How many copies of the N.Y. Times are bought and why?") rather than the relative importance of books, newspapers, and periodicals to the intelligence effort. The attitude of the Office of the Comptroller seems to be that since user offices are not expending their own funds for publications, there is a lack of restraint in requesting publications for office use; i.e., there is excessive wastefulness in the program. The Task Team found that a control system does exist

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in which an authorizing official in each Agency component (Publications Procurement Certifying Officer) reviews requests for book purchases and certifies their validity. If control is the questionable feature, then the system of certifying purchases within Agency components should be reviewed to insure that the validity of the requests are certified by competent authority, rather than attempting to control the program by budgetary limitations. The Consultants condemned this process as shortsightedness and pointed out that "when the total spent for books is compared with the grand total needed to operate the Agency, the sum becomes insignificant indeed." The Task Force concurs in this finding.

4. Much of the difficulty encountered in the operation of the publications procurement program stems from a lack of understanding by operating components of the purpose, scope and procedures of the program. The CRAG issuance was an effective starting point in clearing up misunderstandings and establishing policy and procedures for the preparation of the book budget. As a follow-up to this action, the Task Team feels that the publication of an Agency regulation on the total publications procurement program would be most helpful in giving the activity a firmer base from which to operate, and in developing a clearer understanding by Agency employees of this activity.

#### C. RECOMMENDATIONS

1. The CIA Librarian undertake to write and coordinate an Agency regulation on the procurement of domestic and foreign books, periodicals, and newspapers for Agency use explaining the purpose and scope of the publications procurement program, detailing responsibilities of OCR and user offices, and providing procedures for publications procurement.
2. The Central Reference Advisory Group investigate the system of certifying purchases within Agency components to insure that adequate controls exist.
3. The policy on budgeting for publications procurement as adopted by the Central Reference Advisory Group be retained.

VI. Should the budget for expendables and the budget for the main collections be separate?

#### A. CONCLUSIONS

1. Creation of separate budgets for expendables (in the operating offices) and for the main OCR collections will not automatically increase the funds available for the OCR collections.

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2. Separating the budget for expendables and the budget for the main collections would further complicate the bookkeeping procedures of the Acquisitions Branch, and would hamper the effectiveness of a centralized procurement service.
3. The procedure for developing the book budget as adopted by CRAG is a workable system incorporating the advantages of centralization and, at the same time, maintaining adequate controls.

## B. FINDINGS

1. The Consultants presupposed a large sum of money, labeled "CIA Publications Procurement" from which purchases are made for the operating components, after which the remaining money is used for the OCR collections. The Consultants believed that if the operating offices control their own funds for purchase of publications and reduce the volume of such purchases, the smaller amount of expenditure, when subtracted from the total amount for "CIA Publications Procurement" will leave a larger residue for use by OCR to supplement its main collections. In fact, if there were two separate budgets (i.e., one for each of the operating offices and one for OCR), each would have to be justified in accordance with normal budget justification procedures. Thus, OCR would have to justify funds for its main collections in the same manner as at present. Whether or not this would result in an increase in such funds would depend solely upon the quality of OCR's justification rather than upon the amounts requested by operating offices in their budgeting.
2. The procedure whereby offices would prepare separate budgets for their publications requirements could be effected in several ways:
  - a. The offices could set up separate allotment accounts for publication procurement and authorize the Deputy Chief, Acquisitions Branch to obligate against the authorization. This would result in the establishment of 50-60 new allotment accounts with consequent increased bookkeeping responsibilities.
  - b. The authorized funds obtained by offices as a result of their budget justifications could be transferred to a centralized allotment account controlled by OCR. If an office should require more funds for publications procurement, it would be required to transfer additional funds to OCR. Under the present system, increased requirements in one office can be met from surplus funds in other offices, i.e., the present system is more flexible.
  - c. The accounting responsibilities of the Acquisitions Branch could be decentralized to the Office of the Comptroller and the Acquisitions Branch act as a procurement agent only. This would result in increased paper work and a slow down in the procurement procedure that would greatly hamper the effectiveness of the program.

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3. The statement of policy and procedure on budgeting for publications procurement, as adopted by the Central Reference Advisory Group in January 1958 (see APPENDIX A), is a better system for achieving the desired objectives than the system of separate budgets for expendables and the OCR collections. It has the advantages of greater flexibility, centralization of accounting, and better utilization of library expertise resulting in a more economic administering of the program. If the procedure seems too cumbersome, it is because of the requirements of higher authority for adequate controls and sufficient justification of the program.

#### C. RECOMMENDATIONS

1. The budget for expendables and the budget for the main collections should not be separate. The existing procedure of centralized budget preparation and execution should be retained.

#### VII. Do the fiscal controls and procedures in Acquisitions Branch need changing?

##### A. CONCLUSIONS

1. The Management Staff survey of the record-keeping procedures for publications procurement, as carried on by the Deputy Chief of the Acquisitions Branch, has succeeded in partially reducing the burden of record-keeping in the Branch.
2. The fiscal controls and procedures should be further studied by Agency experts in the field of accounting.
3. The cash procurement procedure is being utilized to its fullest practical extent under present operating conditions.
4. The legal status of the cash procurement operation needs clarification.

##### B. FINDINGS

1. The Consultants recommended that "the proposal of the Management Staff to undertake a detailed study of fiscal control and bookkeeping as now practiced by the Acquisitions Branch" be implemented. This was accomplished in part in the summer and fall of 1957 and culminated in the publication of a Management Staff Report entitled "Accounting for OCR Publications Procurement" dated 14 October 1957. The objectives of the study were:
  - a. "To reduce the burden of the Deputy Chief, Acquisitions Branch, CIA Library, in managing the fiscal records for Agency publications procurement."
  - b. "To devise a more efficient subscription renewal procedure for foreign publications and domestic annual publications."

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2. As a result of this study, members of the Management Staff have been working with members of the Acquisitions Branch to implement certain of its recommendations. The main accomplishments to date are as follows:
- a. The bookkeeping and management [redacted] [redacted] has been delegated from the Deputy Chief, Acquisitions Branch to the Chief, Special Procurement Unit.
  - b. A procedure has been devised and is in the process of being installed for machine accounting for foreign subscriptions.
  - c. Steps are being taken to improve the procedures for machine accounting for other foreign procurement [redacted]
  - d. A more economic system has been devised for creating and maintaining the cyrillic list of Russian publications.
  - e. Some accounting reports previously prepared manually by the Deputy Chief, Acquisitions Branch, and Chief, Domestic Section have been converted to automatic machine methods.
3. Although improvements have been effected in IBM accounting systems for the Branch, the major problem of simplifying manually kept fiscal records has not been completely solved, and the Deputy Chief, Acquisitions Branch, continues to devote a major portion of his time in preparing and maintaining budget and fiscal records. Guidance from the Office of the Comptroller is required to perform a technical analysis of accounting operations in this Branch. This would have the dual advantage of improving the bookkeeping procedures and of establishing closer contact between the Office of the Comptroller and the Acquisitions Branch.
4. In their study of the acquisition program, the Consultants found that "full utilization of the cash purchase procedure is not made", and recommended that "more books and other materials be purchased through the cash procurement procedure". [redacted]

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6. Cash procurement, as presently practiced in the Domestic Section, has one main advantage - less red tape. The alternative method of domestic procurement by the purchase order procedure, takes more time and people because of the greater volume of paper involved, larger typing workload, and more detailed accounting procedure. The main elements of the cash procurement system are:
  - a. Cash is made available to the Domestic Section through the use of an unvouchered revolving fund amounting to \$4500.
  - b. Its use is limited to items available in the local book market
  - c. Requirements of law and Agency regulations limit greater use of this procedure.
7. In their study of the cash procurement operation, the Management Staff questioned the procedure on the grounds that Agency regulations prohibit the use of unvouchered funds for "administrative convenience". Since they feel that the use of this fund is mainly a matter of "administrative convenience", they are proposing that it be changed to vouchered funds by either:
  - a. Abolishing the revolving fund and establishing a modified version of the purchase order system, or
  - b. Establishing a vouchered imprest fund as a replacement to the unvouchered revolving fund.
8. The Task Team feels that the abolishing of the revolving fund and establishing a purchase order procedure is not a good solution since it would increase the work load of the Domestic Section. Establishment of a vouchered imprest fund would retain all the advantages of the present system and resolve the legal questions involved. However, Agency regulations limit imprest funds to \$500 although "exception to this limitation may be requested with justification on the basis of the particular situation involved". Since no less than \$4000 is needed to run the operation, an exception to the regulation would have to be obtained from the Office of the Comptroller in order to set up the fund. No efforts have been made by OCR or members of the Management Staff to discover if such an exception is possible. Inasmuch as the legality of the procedure is in doubt, some solution to the problem should be made in the near future.

#### C. RECOMMENDATIONS

1. The Office of the Comptroller should be requested to provide technical guidance in the setting up and maintenance of the fiscal records in the Acquisitions Branch, (with the major objective to relieve the Deputy Chief, Acquisitions Branch of some of his bookkeeping duties).

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2. The General Counsel and the Office of the Comptroller should be consulted concerning the legality of the cash procurement procedure. Should it be determined that this is a misuse of unvouchered funds, steps should be taken to establish a vouchered Imprest Fund of \$4,000. 1

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TTR/6--APPENDIX A

CRAG 2-58  
13 January 1958

CENTRAL INTELLIGENCE AGENCY  
CENTRAL REFERENCE ADVISORY GROUP

Policy on Budgeting for  
Publications Procurement

At its 7 January organization meeting, the Central Reference Advisory Group adopted the attached statement of policy on budgeting for the procurement of publications.

I have directed responsible OCR officers to implement it, in consultation with responsible officers in the various components of the Agency, at the earliest practicable date.

Paul A. Borel  
Assistant Director  
Central Reference

Distribution:

DD/I  
DD/S  
IAD's  
Chief, FI

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TTR/6--APPENDIX A-2

7 January 1958

POLICY ON BUDGETING FOR PUBLICATIONS PROCUREMENT1. General:

The Office of Central Reference is responsible for providing books, periodicals, and other publications required for use by all components of the Agency.<sup>1</sup> Development of the publications procurement program, including the preparation and execution of the budget, will be accomplished by OCR after coordination with CIA operating officials.<sup>2</sup>

2. Budget Preparation:

a. OCR will be responsible for the preparation of the budget estimates for the CIA publications procurement program for all phases of the budget cycle (preliminary estimates, operating budget, revised estimates). These estimates will be based on:

- (1) past expenditures as reflected in the records maintained by OCR;
- (2) known trends in the publications procurement program; and,
- (3) new or discontinued requirements of the Agency.

b. Preparation of the budget will include separate estimates for operating components of the Agency, the OCR central collection, and the foreign publications selection program.<sup>3</sup>

<sup>2</sup>Operating officials include: Chiefs of Senior Staff and Area Divisions under the jurisdiction of the DD/P; Assistant Directors under the jurisdiction of the DD/I; Staff Chiefs, the Comptroller, the General Counsel, and Directors of Offices under the jurisdiction of the DD/S; and the DD/C.

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c. OCR will be responsible for the coordination of individual estimates for operating components with CIA operating officials at each phase of the budget cycle (see attached sample correspondence). Operating officials will propose revised estimates, if necessary, based upon anticipated changes in their requirements.

d. Submission of the total Agency publications procurement budget will be made by OCR through the Deputy Director (Intelligence) to the Comptroller.

e. The Comptroller will allocate the approved Agency publications procurement funds to OCR. OCR will establish and control the suballotments for the operating components and notify them of the approved amounts.

3. Budget Management:

a. As publications are ordered by operating components, OCR will charge the costs to their sub-allotments. Publications selected by PPO's, or ordered for the OCR collection will be charged against the OCR sub-allotment.

b. When the funds for an operating component are nearing exhaustion by purchases against its sub-allotment, the component will be notified. On exhaustion, additional purchases for that component will be at the option of OCR, unless the component makes supplementary funds available to OCR.

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DRAFT form letter

(\_\_\_\_ February 1958)

MEMORANDUM FOR:

ATTENTION:

SUBJECT: Publications Procurement Budget: Sub-Allotment  
for \_\_\_\_\_.

The following report of sums involved in procuring publications required by your component during the first half of the fiscal year is submitted for your information.

Budget sub-allotment		\$ _____
Newspapers, 12 months	\$ _____	
Foreign subscriptions ordered	_____	
Other subscriptions and books, July-December	_____	
Subscription renewals due, January-June	_____	
Total funds committed		\$ _____
Balance available for new selections, January-June	\$ _____	

Paul A. Borel  
Assistant Director  
Central Reference

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TTR/6--APPENDIX A-6

DRAFT form letter

MEMORANDUM FOR:

ATTENTION:

SUBJECT: Publications Procurement Budget: Sub-Allotment  
for \_\_\_\_\_.

1. Expenditures and net obligations to serve the requirements of your component for publications during the fiscal year just completed total \$\_\_\_\_\_.
2. The budget sub-allotment to serve the requirements of your component for publications during the current fiscal year is \$\_\_\_\_\_.

Paul A. Borel  
Assistant Director  
Central Reference

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TTR/6--APPENDIX C

LIST OF PERSONS INTERVIEWED BY MEMBERS OF TASK TEAM SIXO/DD/I

Assistant to DD/I (Administration)

CIA LIBRARY

Librarian

Deputy Librarian

Chief, Acquisitions Branch

Deputy Chief, Acquisitions Branch

Chief, Domestic Section, Acquisitions Branch

Chief, Cash Procurement Unit, Domestic Section, Acquisitions Branch

Chief, Purchase Order Unit, Domestic Section, Acquisitions Branch

Chief, Selection Section, Reference Branch

Assistant Chief, Selection Section, Reference Branch

Chief, Catalog Section, Acquisitions Branch

Chief, Services Section, Circulation Branch

ORR

Chief, Administrative Staff

OCI

Executive Officer

Office of the Comptroller

Acting Chief, Budget Division

DD/P

Area Case Officers

Department of State

Librarian

Deputy Librarian

National Security Agency

Deputy Librarian

Chief, Collection Division

Chief, Acquisitions Branch

Department of Agriculture

Librarian

Chairmen and Members of Task Teams Four, Five, and Seven

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